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The Infusion of Language, Regional, and Cultural Content into Military Education: Status Report

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Executive Summary

This report documents IDA's examination of the infusion of language, regional, and cultural (LRC) content into Professional Military Education (PME) across the Services, from pre-commissioning through the General Officer/Flag Officer (GO/FO) level. In addition to an extensive literature review, data collection for this effort consisted of an extensive series of site visits and interviews with Professional Military Education Institutions (PMEIs) conducted between March 2010 and January 2011. Interviews were held with the full range of Service PME representatives, Service directorates, and training offices in order to obtain a thorough understanding of LRC within the PME landscape.

At present there are no established standards for LRC content for PME within or across the Services. Moreover, PME itself is a "moving target," evolving with the needs of DoD and its components. It follows that the role of and benefits conferred through different approaches to instituting LRC curricula are affected by changes in military requirements, politics, doctrine, leadership, personalities, and vary by branch, school, and Service.[1]

Approach

To address the wide variety of approaches to LRC, in the absence of an established baseline, the research focused on factors that influence PME content, design, and practice. Our approach to assessing the infusion of LRC in PME involved several layers of inquiry.

- What is the existing LRC content within PME, including inputs to course development/curriculum related to language/culture, curricula development, learning objectives, and pedagogical techniques?

- What are the roles of the five Regional Centers with respect to PME, do they interact with PMEIs, and how are they addressing LRC?

- What are the DoD/Service-level requirements/senior-level guidance regarding LRC-related content in the curricula of the organizations and institutions providing officer and enlisted PME and accessions?

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[1] It must be emphasized that even as we submitted this report to be reviewed, changes were taking place and trends were continuing. Where possible, we have noted developments, announced forthcoming changes, and identified trends.

- What are the PMEIs' stated objectives with respect to language/culture content within PME and to what extent may these objectives be mapped against the DoD/Service requirements/guidance/objectives?

- Are there so-called best practices in developing and delivering LRC content for PMEIs, and do these institutions reach out within and across the Services and to relevant educational communities to improve their programs?

- Do PMEIs practice self-assessment, how frequently, what are the methods employed, and how are such assessments processed/scored?

- Is there a process in place to revisit LRC objectives in light of changing requirements, guidance, and needs, and, if so, does it effectively support COCOMs and their warfighters?

In the course of the study, to familiarize itself with the current state of LRC pedagogy, the research team examined teaching materials, syllabuses, and elements of curriculum design; observed the conduct of courses; and interacted with relevant working groups. To develop an understanding of how LRC is being infused into PME, inquiries were made regarding the institutional history of courses, programs, and departments. As part of appreciating the challenges in measuring the effectiveness of LRC curriculums, assessment techniques, metrics, and institutionalized feedback regimes were reviewed.

The results from the study are presented in chapters addressing the definition of LRC requirements, Joint PME, Service PME, Military Academies, other PME programs, and other issues. A brief summary of the findings from each chapter is presented below, followed by overarching findings and recommendations.

PME and LRC Requirements

Although considerable guidance for PME and LRC exists, there is no formal requirements process relevant to LRC attributes as inculcated through PME; there is also no set of established requirements regarding LRC attributes for GPF. At the highest level, DoD doctrine and instructions provide operating concepts and directives sufficiently flexible and applicable for the full range of roles and missions across the Services that may be interpreted within an LRC context. The Chairman of the Joint Chiefs of Staff's (CJCS) delineated educational requirements (through both the Officer Professional Military Education Program, "OPMEP," and the Enlisted Professional Military Education Program, "EPMEP") constitute requirements for Joint PME (JPME), leaving the Services to implement PME, inclusive of LRC, as they identify needs.

Joint PME

According to the CJCS Instruction (CJCSI) 1800.01D, Officer Professional Military Education Program ("OPMEP"), Joint Professional Military Education (JPME) is "a

CJCS-approved body of objectives, outcomes, policies, procedures, and standards supporting the educational requirements for joint officer management."[2] JPME consists of three phases, with Intermediate and Senior PME constituting Joint PME, phases 1 and 2, respectively, and with the General/Flag Officer (GO/FO) PME as the third phase.

LRC content in JPME is principally focused on regional and cultural learning. The Joint Staff's perspective is that General Purpose Forces benefit from understanding both cultural terrain and specific regional information. As such, the JPME school system should lay the intellectual foundation for both culture and regional awareness with a worldwide focus, not confined to current areas of operations.[3] The OPMEP specifies that the purpose of intermediate JPME is to focus on "warfighting within the context of operational art."

JPME at the Service and senior-level Schools (the Service War Colleges, National War College (NWC), and Industrial College of the Armed Forces (ICAF)) is targeted at the O-5 or O-6 level. These programs focus on Joint Interagency Intergovernmental Multinational (JIIM) and strategic leadership.

JPME at the Intermediate Service Schools (e.g., the Joint Forces Staff College, the Army Command and General Staff College, Marine Corps Command and Staff College) is targeted at the O-4 level. The OPMEP describes the purpose of senior and intermediate JPME similarly as focused on expanding student "understanding of joint force deployment and employment at the operational and tactical levels of war … they are introduced to joint plans, national military strategy, joint doctrine, joint command and control, and joint force requirements."[4]

Service PME

Service PME, which takes place at the company-grade schools, is also referred to as primary-level PME. Aimed at an O-1 to O-3 audience, the education at these branch and specialty institutions is mostly tactical and Service-oriented, with some Joint issues addressed. The Service Chiefs are the ultimate arbiters with regard to content and execution of PME at this level; CJCS instructions and doctrine provide guidance. Formal DoD mission requirements for LRC that would drive PME content do not exist at present.[5] In lieu of such requirements, the Services respond to guidance from senior Service and/or DoD leaders.

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[2] CJCSI 1800.01D, Officer Professional Military Education Program (OPMEP), 15 July 2009, GL-6

[3] Jerome Lynes, JCS J7 visit and interview, 26 May 2010.

[4] CJCSI 1800.01D, Officer Professional Military Education Program (OPMEP), 15 July 2009, p. A-A-4.

[5] As of January 2011, when the data collection efforts for this project drew to a close.

There are semantic differences in how LRC is described and defined across the Services which are reflected in the following individual Service summaries, below. In most cases such differences reveal substantive distinctions among the emphases and categorization of basic LRC concepts within the organizations and are reflective of variations in their overall approaches to the infusion of LRC into their respective PME.

Army PME and LRC

The 2010 Army Posture Statement describes its Army Culture and Foreign Language Strategy (ACFLS) as an "overarching strategy for developing cultural and foreign language capability for the general force. Its overall goal is to build and sustain an Army with the right blend of culture and foreign language capabilities to facilitate full spectrum operations."[6] It addresses LRC capabilities in the context of both training and career development.[7] In drafting this document, the Army sought to emphasize both the operational and strategic value of culture and language-related capabilities.

Within the Army, culture is regarded as a more generally transferrable domain and is emphasized more heavily than language for General Purpose Forces (GPF): "Development of culture capability is the main effort (big C) and development of language capability is the supporting effort (little L). This is a conscious descriptor to indicate degree of emphasis between the two capabilities in the general force." [8]

Although there are references to ACFLS in a wide variety of Army documents, including "The United States Army Learning Concept for 2015,"[9] and even though the execution order (EXORD) was signed earlier this year, institutionally discussions of the ACFLS appear to be focused on what *will be* rather than what *is*. As a new draft of the ACFLS and a TRADOC internal EXORD on ACFLS implementation is currently being prepared,[10] at present the Army lacks a Service-wide implementation plan.

The Army Culture and Foreign Language Management Office (ACFLMO, located at Fort Monroe under the TRADOC G-2) has the lead on the implementation of the ACFLS. A key element of the ACFLS involves the placement of Culture and Foreign

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[6]   Army Culture and Foreign Language Strategy, p.1; 2010 Army Posture Statement, https://secureweb2.hqda.pentagon.mil/vdas_armyposturestatement/2010/information_papers/Army_Culture_and_Foreign_Language_Strategy_%28ACFLS%29.asp

[7]   In terms of the Army's strategic approach to LRC, they have faced some delays both with the release of their formal LRC strategy—the Army Culture and Foreign Language Strategy (ACFLS), which was signed in December 2009—and with the implementation of that strategy in the form of an execution order.

[8]   ACFLS, p. 6

[9]   The United States Army Learning Concept for 2015, 20 January 2011, TRADOC PAM 525-8-2, p. 11

[10]   Discussed at the DoD "Language and Culture Summit: A Strategic Imperative," 25-26 January 2011

Language Advisors (CFLAs) at the TRADOC Centers of Excellence (CoE) "to infuse culturally oriented emphasis into CoE programming."[11] According to the ACFLMO's vision, the CFLAs will be placed at these schools/CoEs in order both to help the Combined Arms Center (CAC) integrate LRC into the core curriculum, as well as to assist the school commandants with the career development regimen for officers and NCOs. It is important to emphasize that the execution and implementation of the ACFLS may shift due to such factors as resourcing issues, personalities, or the issuing of orders.

Navy PME and LRC

The Navy's Language Skills, Regional Expertise and Cultural (LREC) Awareness Strategy was the first to be promulgated as a formal LRC-related strategy – the widely used "LREC" acronym is attributed to their efforts. The Navy considers "LREC" a significant enabler for global missions, and its Strategy aligns with strategic direction contained in the Cooperative Strategy for 21st Century Seapower, Department of the Navy Objectives for FY 2008 and Beyond, Chief of Naval Operations Guidance, the Navy Strategic Plan, the Naval Operations Concept 2006, and the Navy Strategy for Our People. Based upon a foundation in line with Navy and DoD doctrine, Navy leadership intends to extend on its centuries' old tradition of foreign involvement and contact by building and maintaining an LREC capability consistent with its overseas engagement.

Among the Services, the Navy places the least emphasis on LRC in their PME. The Navy LREC Strategy focuses largely on training and the role of LRC in facilitating cooperation with other nations and emphasizes the value of cultural awareness and regional knowledge in terms of total force priorities, placing less emphasis on foreign language.[12] Their vision for increased LRC capabilities reflects the Service's view that it must align with operational requirements to support Joint and Navy missions utilizing the total force, supporting the Service's charter to shape and influence the maritime security environment.

Navy's approach to implement LRC curricula is to maximize the existing education and training infrastructure, embrace new training opportunities, and leverage the Service's heritage and ethnic diversity.[13] Officer and Enlisted primary PME is available via Navy Knowledge Online (NKO). The Naval War College (NWC) is the primary developer for the LREC content available via NKO for both Officers and NCOs. The

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[11]   News, The School for Russian and Asian Studies: "Army Positions: Culture and Foreign Language Advisors," 29 July 2010, http://www.sras.org/army_positions_culture_foreign_language_advisors

[12]   CNO, "U. S. Navy Language Skills, Regional Expertise and Cultural Awareness Strategy." January 2008, p. 3, 4.

[13]   CNO, "U. S. Navy Language Skills, Regional Expertise and Cultural Awareness Strategy." January 2008, p. 7.

NWC also established a "reference library" on NKO with LRC courses and content (including regional "Port Briefs"). Completing NKO courses is currently neither mandatory, nor strongly incentivized.

Air Force PME and LRC

The Air Force Culture, Region & Language Flight Plan, released in May 2009, provides "authoritative guidance for the development of plans and programs" to foster the cultivation of LRC capabilities in support of national security objectives.[14] In particular, the Air Force regards LRC as a key enabler for Building Partnerships, which is an Air Force Core Function.

The Air Force's approach to LRC emphasizes the concept of "Cross-Cultural Competence" (3C). In the Flight Plan, 3C is defined as "the ability to quickly and accurately comprehend, then appropriately and effectively act, in a culturally complex environment to achieve the desired effect."[15] The Air Force perspective is that all Airmen require a basic understanding of general cultural concepts as well as ways to gather, analyze, and make decisions about available information, while some will need additional knowledge about the culture, language, and other aspects of a specific region.

The Flight Plan provides the following specific direction regarding cultural education: To deliberately target Airmen, 3C will be synchronized across functional requirements and throughout accessions, PME, and expeditionary skills training. In addition, the AF program will develop Airmen leaders who are cross-culturally competent Airmen-Statesmen.

The Air Force Culture and Language Center (AFCLC) at Air University provides the conceptual expertise and operational-level synchronization of LRC issues and activities. Formed in December 2007, the AFCLC provides "one-stop shopping" for LRC-issues. The AFCLC oversees and coordinates all aspects of LRC education and training in all PME institutions and all officer and enlisted accession programs (with the exception of programs and activities at the Air Force Academy).[16]

As with their general approach to LRC, Air Force PME emphasizes the concept of "Cross-Cultural Competence." According to the Quality Enhancement Plan 2009-2014, the educational continuum at Air University seeks "to develop broadly transferable cultural knowledge, skills, and attitudes to enhance students' culture-general learning." This culture-general approach includes both conceptual and practical elements, providing Airmen with the insights and capabilities "to operate effectively in culturally complex

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[14] CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 2.

[15] CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 21.

[16] The AFCLC is also responsible for the LRC aspects of 'Expeditionary Skills Training" (EST).

environments."[17] With regard to regional content in PME, all Air Force schools contain some region-specific content; senior Air Force personnel attending the Air Command and Staff College, as well as the Air War College, have access to the most thorough coverage of regional issues. Officer PME students receive language "familiarization" training.

The Air Force approach to Enlisted PME emphasizes culture more than regional issues, with no formal language training as part of the career development. Discussions of the strategic environment include cultural awareness and some regional topics.

Marine Corps PME and LRC

Due in part to their a long history of having LRC-related mission needs, the Marine Corps has embraced LRC as a set of core enablers, developing a coherent, integrated approach to "Operational Culture," regional, and language familiarization. Marine Corps doctrine reflects their position regarding LRC. For example, the most recent Marine Corps Service Campaign Plan, which lays out the Commandant's overarching vision for the Marines over the period 2009-2015, calls for assigning Marine units to specific geographic regions in order to "focus training and cultural awareness."[18]

The Center for Advanced Operational Culture Learning (CAOCL) is the central Marine Corps agency for Operational Culture and language familiarization. CAOCL's mission is to ensure that "Marines are equipped with operationally relevant regional, culture, and language knowledge to allow them to plan and operate successfully in the joint and combined expeditionary environment" anywhere in the world.[19] The Marine Corps' emphasis on "Operational Culture" stems from the need to develop an understanding of the operationally relevant aspects of culture and these elements in the planning process. The Marine Corps defines Operational Culture as "those aspects of culture that influence the outcome of a military operation; conversely, the military actions that influence the culture of an area of operations."[20] The goal behind the Marine Corps' version of "culture general" is to increase operational effectiveness on the battlefield rather than merely enhance cultural "sensitivity" (understanding a culture's "dos and

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[17] Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen," p. 13.

[18] U.S. Marine Corps, "Marine Corps Service Campaign Plan (MCSCP) 2009-2015," MARADMIN Active No 003/10, 4 January 2010; Zachary M. Peterson, "Marine Campaign Plan Calls for Forces Focused on Geographic Regions," *Inside the Navy*, 28 December 2009; and U.S. Marine Corps, National Plans Branch, Strategy & Plans Division, Plans, Policies & Operations, "Marine Corps Service Campaign Plan (MCSCP) 2009-2015," Briefing, (no date).

[19] Center for Advanced Operational Culture Learning, "Center for Advanced Operational Culture Learning," pamphlet (no date).

[20] Barak A. Salmoni and Paula Holmes-Eber, *Operational Culture for the Warfighter* (Quantico, VA; Marine Corps University Press): 15.

don'ts").[21] In addition to materials focused on Operational Culture, CAOCL also assists other Marine Corps education and training organizations, developing LRC content for various curricula.

One of CAOCL's roles is to administer and evaluate the newly instituted Regional, Culture, and Language Familiarization (RCLF) Program, which is described in The Marine Corps Language, Regional and Culture Strategy: 2010-2015.[22] The goal of the RCLF program, currently being developed and implemented, is to develop "cross-culturally competent Service members with diverse regional understanding and language capacity to ensure that the Corps has assets within each unit to assist in operational planning and execution in all operationally significant regions of the world."[23]

In conjunction with their regional specialty, Marines will be required to acquire and maintain a basic understanding of a language associated with that region. The goal is to acquire tactical language skills, language familiarization focused on the skills necessary to function in the tactical military environment. The Corps' overall purpose in language instruction is to enable Marines to communicate with foreign populations in order to achieve mission-related objectives, for example, through successful negotiations.

Marine Corps University (MCU), the Corps' proponent for all professional military education is responsible for the development of officer and enlisted PME curricula, resident and non-resident. Located on the MCU campus are both the officer PME institution and the Staff Noncommissioned Officer Academies.

MCU has developed the Marine Corps Officer PME Continuum, which identifies the skills and knowledge in five key learning areas emphasized across the levels of MCU PME. One of the five learning areas examined in the continuum is Regional and Cultural Studies, which "focuses on the international environment in a broad context through the study of foreign cultures in terms of contemporary security challenges."[24]

Military Academies

LRC plays a central role in the development of "Officership" and is prominent throughout the educational continuum at the three Military Academies. Through the wealth of immersion programs available, the regional and cultural content in required and elective courses, the opportunities to study foreign language, and other relevant activities,

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[21] Interview with George Dallas and other CAOCL Staff, 12 May 2010.

[22] U.S. Marine Corps, "Marine Corps Regional, Culture, and Language Familiarization (RCLF) Concept Plan," draft, September 2010, p. 11.

[23] U.S. Marine Corps, *U.S. Marine Corps Concepts & Programs 2010* (Washington, DC: Headquarters, U.S. Marine Corps, 2010).

[24] U.S. Marine Corps University, *Marine Corps Officer Professional Military Education Continuum* (Quantico, VA: Marine Corps University Press, March 2010): 13.

these students experience a robust infusion of LRC during their years at the Military Academies.

Each of the Military Academies has a wide range of faculty involved in the LRC content of their educational enterprise. At the U.S. Military Academy (USMA), the Center for Languages, Cultures, and Regional Studies (CLCRS) plays a central role in fusing the established programs and efforts relevant to LRC with the new initiatives, maximizing the educational outcome for cadets. The Naval Academy's Languages and Cultures Department, formerly the Foreign Languages Department, leads the language and culture educational efforts for midshipmen. At the Air Force Academy (USAFA), the Foreign Language Department, which also operates the international programs, plays a key role in promoting LRC education and programs.

The course offerings across the academic departments at the Military Academies feature cultural and regional content throughout. In particular, the social science and humanities departments emphasize culture and regional issues in both the electives and required course offerings.

Each Military Academy offers a range of foreign language courses. Eight languages, all on the Strategic Language List (SLL), are offered at USMA and at USAFA; seven are offered at the USNA. At West Point, cadets can major in all eight foreign languages offered; a double major in language is their most popular double-major. At the Naval Academy, midshipmen can attain a language major only in Arabic or Chinese. At USAFA, a cadet can minor in a foreign language, but there is no language major available.[25] Those USAFA cadets who minor in a language are given priority to participate in an immersion program.

Cadets and midshipmen have a diverse array of international programs from which to choose, with a wide range of countries and topics of focus and varying lengths of immersion.

LRC Content in Other Accessions Programs

In general, due to the scheduling issues and requirements of the ROTC and university systems, ROTC programs face constraints as to what they can include in cadet training. Across the Services, the infusion of LRC into ROTC is in competition with a wide range of demands and requirements.

LRC content in the Army's ROTC program is managed by the U.S. Army Cadet Command (USACC.) Run by the USACC, Cultural Understanding and Language Proficiency (CULP) is a system of programs and incentives centered on building a solid

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[25] Advanced language courses are often just literature courses and are even taught in English often, which is one reason there is no language major.

foundation for culture and language studies to move the general Cadet population toward culture and language competence.[26] Senior ROTC cadets must meet two primary LRC requirements: 75 percent of them must complete two semesters of the same foreign language, and 50 percent of all SROTC cadets to experience OCONUS culture and language immersion.[27] In addition, all Army ROTC students participate in Leader Development and Assessment Course (LDAC)/Warrior Forge, a summer training event between their junior and senior years. Since 1993, LDAC has been held at Joint Base Lewis-McChord. Although the 29-day program is focused on the appraisal of leadership qualities of students, there is a five-hour Cultural Awareness (CA) Training block in the early/middle stages of the course, with the training reinforced during multiple field exercises where cadets apply what they learned in role playing and other exercises.

The Naval ROTC (NROTC) program requires all midshipmen to complete one LRC related course. For select midshipmen, more robust LRC-related opportunities are available, specifically the LREC Major Program and NROTC foreign exchange programs. The goal of the program is for participants, as commissioned officers, to possess the LREC attributes desired by the Navy. The language requirement in the LREC major is for 12 credit hours of the same language.[28]

The primary curriculum areas taught in Air Force ROTC (AFROTC) include leadership studies, field leadership, and profession of arms, military studies, international security studies, and communications skills.[29] To the extent possible, culture-general principles are taught throughout the ROTC program. The AFROTC Program contains no language instruction as an integral component of the program. The Air Force does, however, require students pursuing non-technical degrees (currently about 30 percent of total AFROTC students) to take a minimum of 12 semester hours (or 18 quarter hours) of any foreign language on the DoD Strategic Language List. The Air Force also offers, as an additional incentive for students who take a Category 4 foreign language, non-competitive scholarships, the Foreign Language Express Scholarship (FLEX), which amounts to approximately $18,000 a year.

Additionally, Army and Air Force cadets are eligible for Foreign Language Proficiency Pay (FLIP)/Foreign Language Proficiency Bonus (FLPB), a program that

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[26] MAJ Ray Causey, USACC DCS G-3 CULP Chief, Cultural Understanding and Language Proficiency (CULP) Policies, Programs & Initiatives brief. p.2

[27] USACC CULP Programs, Policies and Initiatives Brief, USACCDCS G3 CULP Division, Fort Knox, KY.

[28] Naval Service Training Command (NSTC) Pensacola meeting 11 August with CDR J.R. "Jasper" Jones, USN, Head of Professional Development for the Navy ROTC Programs.

[29] Air University Catalog Academic Year 2009–2010, p. 178.

pays up to $3,000 a year, scaling up depending on number of classroom hours and the level of the course (e.g., 100, 200.)

While there are variations across the Services, Officer Candidate School (OCS) / Officer Training School (OTS) candidates are not exposed to extensive LRC content during the generally brief training programs. Given that OTS/OCS programs are compressed into 10 to 17 weeks, the emphasis there is likewise on preparing candidates to be ready to assume their roles as commissioned officers.

Other Areas of Focus

Although the focus of this report is on PME, we also sought to understand the full landscape, which led to our examination of Geographic Combatant Commands (COCOMs) and the DoD Regional Centers for Security Studies (RCSS).

In 2004 and 2005, a new position was created for a wide range of organizations across the DoD: the Senior Language Authority (SLA), an individual who is "responsible for assessing the organization's language needs, tracking language assets assigned in the organization and identifying emerging policy requirements."[30] According to DoD Directives, the SLAs assigned to the COCOMs must "understand the totality of the organization's language needs." The COCOM SLAs were also directed to "incorporate language needs into all operational and contingency plans," include in those plans surge capacity "beyond organic capabilities," and screen the Command's civilian personnel for foreign language skills and regional expertise.[31]

Because the COCOMs are the Military Departments' primary customers, these roles and missions described above render SLAs relevant to the discussion of LRC in PME; however, no standing mechanism exists for the COCOMs to communicate to the Services operational qualities-based personnel requirements.[32] The absence of a mechanism for establishing qualities-based requirements means there is no vehicle by which COCOMs can communicate a need for LRC in GPF to the Services.[33]

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[30] Deputy Secretary of Defense Memorandum, "Management of the Defense Foreign Language Program," May 10, 2004

[31] DoD Directive 5160.41E "Defense Language Program," 21 October 2005, Incorporating Change 1, May 27, 2010, p. 6.

[32] "Report on the Proceedings: Conference on Professional Military Education—Rebuilding America's Intellectual Arsenal," March 25, 2006, U.S.Merchant Marine Academy, New York, Sponsored by Congressman Steve Israel, p. 6

[33] The ongoing efforts of the Joint Staff J1 Foreign Language Program Office in working with the COCOMs to develop Capabilities-Based Requirements Identification Process (CBRIP) may be a step in the direction of developing such a mechanism; however, any outputs from this process would not be in a form that would influence PME curricula.

The Regional Centers for Security Studies (RCSS) are academic research entities that promote international cooperation and seek to enhance partnership capacity through outreach and education. Because the HASC O&I's November 2008 report, "Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment" erroneously referred to "the four regional centers," grouping their contributions with that of PME Institutions, we examined them in our canvassing of the PME landscape.[34] The RCSSs are not, nor are they intended to be, PME institutions. Their main focus and the majority of their programs are geared toward outreach (to, for example, partner militaries) with typically only limited U.S. Government representation.

Findings

Throughout DoD, tremendous effort is being expended with regard to the inclusion of foreign language, regional, and cultural content in PME and accession programs. While each Service is moving down the path of infusing LRC in PME, they are at different stages, moving at varying speeds, and have dissimilar views on desired destinations. While divergence is appropriate given Service roles, there are certain aspects of the military education system that are out of synch and of cause for concern.

Professional Military Education and LRC

- The heterogeneous terminology used across the PME institutions (PMEI) reflects the existence of a wide range of varying interpretations of objectives and means for pursuing enhanced LRC capabilities.

- The implementation of PME initiatives designed to pursue enhanced LRC also reflects differences in interpretation of the functional purpose for LRC capabilities.

- The alignment of LRC capabilities with missions and end-user communities is problematic due to the fact that the definitions of these key drivers are not well developed either in doctrine or official DoD policy.

- Addressing the extent to which mission requirements and lessons learned are considered in PME course development and curriculum planning would be possible only with mature programs (with students who have completed that level of PME and then, after experiencing deployment, reported back (either personally or through a supervisor) their ability to meet mission requirements.)

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[34] "Is there a need for a robust review of language, regional, and cultural courses and requirements in officer and enlisted Professional Military Education (PME), from accessions to the War Colleges, and including the four [sic] regional centers' contributions?" House Armed Services Subcommittee on Oversight and Investigations, "Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment," November 2008, p. 17, 25

Officer PME and LRC

- The Army lacks a process to synchronize curriculum content in PME across the wide range of schools, centers and Program of Instruction; this lack of synchronization greatly affects the implementation of the Army Culture and Language Foreign Strategy, as well, of course, as Army PME as a whole.

- Part of the institutional challenge the Army faces in implementing the ACFLS is structural. The U.S. Army Training and Doctrine Command (TRADOC) Combined Arms Center (CAC), Fort Leavenworth, has the lead for career development, education, and training. CAC is one of the Major Subordinate Organizations within TRADOC. The TRADOC G-2 is the organizational home for the Army Culture and Foreign Language Management Office (ACFLMO), which is the office created to implement the ACFLS. Located at Fort Monroe, the ACFLMO is one of the 17 directorates under the TRADOC G-2. Although the implementation and coordination of the ACFLS is being carried out by the ACFLMO, that implementation indeed involves the Army's schools and training centers responsible for leader development, which are under the guidance of the CAC.

- Because they cover such content in pre-deployment training, the Navy has little LRC in Service PME.

- The "one-stop shopping" aspect of the Air Force Culture and Language Center at Air University, combined with organizational structures that steer their efforts, have resulted in a coherent and, in relative terms, uniformly supported approach to LRC.

- A combination of their small size, more limited mission set, and the co-location of most educational facilities at Quantico affords the Marines certain advantages with regards to adopting coherent approaches to LRC.

Officer Accessions and LRC

- Although the Service Academies have made significant strides with respect to the infusion of LRC throughout the curricula, they face a range of continuing challenges, many of which are endemic to academic programs in any setting. Service Academy staff and administrators expressed concerns about: competing demands on students' time, stability of funding, and coordination challenges across the educational continuum.

- In contrast with the Military Academies, ROTC programs face greater constraints in terms of funds and time available for LRC related content. With the ROTC content structured as elective courses and summer programs, the emphasis of the curriculum is on such subjects as military operations and tactics, weapon systems,

laws of war, ethics, and leadership issues. In addition, across the Services, the available scholarships go primarily to STEM majors.

Joint and LRC

- Since the inclusion of the LRC joint objectives into the CJCS education policy, JPME schools and programs consistently have met the stated objectives for LRC-related content in their programs.

- Among COCOM Senior Language Authorities (SLAs), there is considerable variation in terms of their interpretations of their roles and missions.

- With respect to the domains of Language, Region, and Culture, SLAs largely focus – some exclusively – on language.

- At the time the research for this report was conducted, there were no DoD-wide standardized methodology in place and no procedure provided by OSD or the Joint Staff for the COCOMs to "determine language and regional expertise capabilities" needed for GPF.

Enlisted PME (EPME) and LRC

- There is limited LRC content available to Enlisted Service personnel. Overall, it appears as though only the most ambitious and driven senior Enlisted will fully avail themselves of many of these career development opportunities

- LRC content in Enlisted accessions is likewise minimal.

Recommendations

The following list of recommendations spans the full range of stakeholders.

Professional Military Education and LRC

- Due to the semantic hurdles imposed by the disparate LRC-related terms and acronyms used by the Services and across the community, develop either a common Terms of Reference or a complementary approach to these strategic capabilities

- Continually reinforce LRC as an enduring strategic core capability, firmly rooted within the PME continuum across the Services

- Determine the LRC-related capabilities and attributes essential for readiness for GPF

- Develop assessment tools to measure the relative contribution of LRC-enabled Service personnel to an organizations' ability to perform in a given mission

- Continue to pursue metrics for cultural and regional proficiency in order to be better able to address return on investment for LRC-infused PME.

Officer PME and LRC

- In order to ensure complementary approaches in Officer PME, interact and exchange ideas regularly both across the Services and across PME levels

- Develop well-defined methodologies to assess the extent to which LRC is appropriately incorporated into PME curricula.

Officer Accessions and LRC

- Develop well-defined methodologies to assess the extent to which LRC is appropriately incorporated into the Academies' curricula

- In order to promote pedagogical synergies, increase interaction and the exchange of ideas across the three Service Academies

- Expand LRC opportunities for Science, Technology, Engineering, and Mathematics (STEM) majors in pre-accessions.

Joint and LRC

- Allow stakeholders to have greater flexibility to voice concerns regarding coverage of specific joint subject matter in the PME colleges

- Ensure LRC is appropriately incorporated throughout the available formal education opportunities for GO/FO.

Enlisted PME (EPME) and LRC

- Where lacking, establish robust career development (with LRC appropriately incorporated) for Enlisted personnel

- In order to ensure complementary approaches in Enlisted PME, interact and exchange ideas regularly across the Services and across EPME levels

- Develop well-defined methodologies to assess the extent to which LRC is appropriately incorporated into EPME curricula.

Contents

1.   Introduction

A. Purpose

This report represents the culmination of research and analysis efforts conducted by the Institute for Defense Analyses (IDA) for the Office of the Under Secretary of Defense (Personnel and Readiness) (USD (P&R)), Deputy Assistant Secretary of Defense for Readiness, Defense Language and National Security Education Office (DLNSEO)[1] in fulfillment of BE-55-3063, "Evaluating PME and Accession Programs—Examination of the Effectiveness of Officer and Enlisted Professional Military Education (PME) and Officer and Enlisted accession programs to meet mission requirements in the areas of language, region and culture" (LRC). This research was conducted between March 2010 and January 2011, with the primary data collection taking place prior to December 2010.

The team assembled to address the study questions was an essential element of the design of this project. The principal investigators consisted of a mixture of academics and retired military personnel, drawing on a range of Service backgrounds. The members of the team with academic backgrounds came from social science and humanities fields, with not only extensive teaching experience, but also strong emphases on regional studies, cultural issues, linguistics, and pedagogy. The team members with Service backgrounds were all formerly engaged in some aspect of military education as teachers, trainers, and linguists. Moreover, every member of the team also has been involved in IDA tasks focused on force readiness, education and training, irregular/asymmetric warfare, and other related subjects. This team structure allowed for a pairing of retired military staff with academics with relevant backgrounds, ensuring that both Service culture and pedagogical issues were understood and addressed.

B. Background

In the November 2008 report, "Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment," the House Armed Services Committee (HASC) Subcommittee on Oversight and Investigations (O&I) reported its findings concerning the efforts undertaken by the Department of Defense (DoD) to enhance the capabilities of U.S. military forces in the areas of foreign language, cultural awareness, and regional knowledge (henceforth

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[1]   In 2012, the Defense Language Office has merged with the National Security Education Program and become DLNSEO.

"Language, Region, Culture," or LRC). The HASC O&I focused its study on how this transformation of capabilities would affect General Purpose Forces (GPF) in terms of skills and attributes needed, existing and planned training and educational programs, DoD's vision for this transformation, as well as cost and risk tradeoffs associated.[2] This study reflects both the long history of congressional interest in force preparedness, as well as the demonstrated concern with "[t]he critical role that foreign language skills, regional expertise, and cultural awareness capabilities play at the tactical, operational, and strategic levels."[3]

As an "Issue for Further Study" in this report, the HASC O&I asked the following question: "Is there a need for a robust review of language, regional, and cultural courses and requirements in officer and enlisted Professional Military Education (PME), from accessions to the War Colleges, and including the four [sic] regional centers' contributions?" The DLNSEO requested that IDA conduct such a review, with an emphasis on evaluating the effectiveness of the PME and accession programs in meeting mission requirements.

In undertaking this task, IDA sought to provide independent and objective analyses of language, regional, and cultural content within Enlisted and Officer Professional Military Education and officer and enlisted accession programs across the Services and five DoD Regional Centers in order to assist the DLNSEO in its role as DoD's central point of contact for LRC transformation issues. IDA also made every effort to emphasize the effectiveness of the PME and accession programs in preparing military personnel to meet mission requirements, focusing specifically on LRC courses and requirements in those programs.

IDA was contracted by the DLNSEO to do the following:[4]

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[2]   House Armed Services Subcommittee on Oversight and Investigations, "Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment," November 2008, p. 17, 25.
        http://prhome.defense.gov/READINESS/DLNSEO/files/LanguageCultureReportNov08_HASC.pdf

[3]   House Armed Services Subcommittee on Oversight and Investigations, "Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment," November 2008, p. 14
        http://prhome.defense.gov/READINESS/DLNSEO/files/LanguageCultureReportNov08_HASC.pdf;
        see, for example, Report of the Panel on Military Education of the 100th Congress of the Committee on Armed Services House of Representatives, One Hundred First Congress, First Session, April 21, 1989, Chairman: Ike Skelton. U.S. Government Printing Office, Washington, 1989
        http://www.au.af.mil/au/awc/awcgate/congress/skelton1989/skelton.pdf

[4]   29 January 2010 TASK ORDER, BE-55-3063, TITLE: Evaluating PME and Accession Programs—Examination of the effectiveness of Officer and Enlisted Professional Military Education (PME) and officer and enlisted accession programs to meet mission requirements in the areas of language, region and culture (both specific and general/3C.)

a. Provide independent and objective analyses of language, regional, and cultural courses and course requirements in officer and enlisted Professional Military Education (PME) and officer and enlisted accession programs being carried out by the Army, Marines, Navy, and the Air Force. This assessment will augment and, as appropriate, update/make more robust the June 2008 DLNSEO "Report on Defense Language Transformation Roadmap Task 1P: Ensure incorporation of regional area content in language training, professional military education and development, and pre-deployment training."

b. Evaluate the extent to which the Service courses of instruction are supported by resources provided by the five DoD regional centers, and what processes are in place to facilitate or encourage Services' and regional centers' interaction.

c. As part of the PME/accession analysis, examine mission requirements and consideration for lessons learned as they pertain to language, regional and cultural focus areas.

d. Examine PME/Accession curriculum to determine the extent to which mission requirements and lessons learned are being considered in course development/planning. What are the learning objectives, how are they determined, and how does the language and cultural content/curriculum in the programs address the established requirements?

e. Develop a means by which to ascertain effectiveness of programs' abilities to meet mission requirements. The sources used to ascertain effectiveness will include: interviews, surveys, test results, etc.

f. In conducting the assessments described in sections a - e, analyze how needs are projected forward and the extent to which future priorities and requirements will be met by PME.

C. Document Overview

This report consists of 12 chapters. The first four chapters include the introduction to the report, a discussion of terminology, an overview of the methodology employed, and finally the specific challenges we encountered as we sought to address the objectives the DLNSEO established for this study. The fifth chapter focuses on the Services' respective approaches to LRC, detailing each Service's philosophy and policies relating to the infusion of LRC into the PME provided to their Officers and Enlisted personnel.

The next four chapters examine educational programs spanning OPME, EPME, and accessions. Chapter 6 focuses on LRC in Officer PME, spanning JPME, as well as Service PME from the GO/FO to the Company grade level across the four Services. Chapter 7 examines "LRC Content in the Military Academies," focusing on the three academies and what they have done with their curricula and their programs to provide

LRC opportunities to cadets and midshipmen. Chapter 8, "LRC Content in Other Accessions Programs," spans ROTC and OTS/OCS, focusing on the LRC opportunities available to individuals in these categories. Chapter 9 delves into Enlisted accessions and Enlisted PME and the extent to which LRC has become part of Enlisted career development.

Chapter 10 focuses on the Geographic COCOMs and their approaches to LRC. Since the COCOMs represent the customers of the Services, their approach to LRC has implications for PME.

In chapter 11, we address "The Role of the Five Regional Centers with Respect to Accession Programs and PME." Given that the Regional Centers are not PME providers, this chapter explores how the Regional Centers approach LRC and how they fit into the overall landscape.

As the final section of this report, chapter 12 includes the study findings and overall recommendations, spanning the full range of stakeholders.[5]

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[5] The IDA team wishes to thank the full range of individuals with whom we interacted as we conducted the research for this report.

2. Language, Region, and Culture (LRC): Terminology

U.S. engagement in full-spectrum operations requires Service personnel to draw on a wide range of capabilities. Central among these and essential for mission success are the ability to communicate with and understand individuals and groups spanning different cultural, socio-economic, ethnic, geographic, and religious backgrounds. Building and strengthening relationships with partner- and host nations, as well as local leaders, civilians, non-governmental organization representatives, etc., is made more viable when personnel have a combination of linguistic skills, regional knowledge, and cultural awareness. Within the Office of the Secretary of Defense (OSD), the Defense Language and National Security Education Office (DLNSEO) has the lead in this area.

Early on in the research, IDA encountered a wide range of varying interpretations of objectives and means for pursuing enhanced LRC capabilities. Such variations are reflected in the heterogeneous terminology used across the PME institutions (PMEI.) The variations, not only in terms of definitions, but even the very terms of art and expressions in use, are almost overwhelming. It is widely known that each Service has its preferred terms and acronyms for LRC; indeed there is some variation even within some Services as to which terms they use.

The implementation of PME initiatives designed to pursue enhanced LRC also reflects differences in interpretation of the functional purpose for LRC capabilities. In particular, the alignment of LRC capabilities with missions and end-user communities is problematic due to the fact that the definitions of these key drivers are not well developed either in doctrine or official DoD policy. As such, in order to move forward with the study a common lexicon was developed with which to convey issues and findings.

A. General Purpose Forces

While the phrase "general purpose forces," or GPF, is commonly in use, a precise definition is nowhere available. Originally employed synonymously with "conventional forces" – non-nuclear forces – today's realities have led to its application to an even more restricted subset of military units. For the purposes of this paper we define GPF as:

> Military combat and supporting units organized and equipped for employment worldwide to engage, primarily kinetically, U.S. adversaries in conditions ranging from desert to jungle, tropics to arctic, without regard for the human terrain encountered. GPF can also be used for non-kinetic missions but they are not designed for that purpose.

Geographically oriented units, such as Special Forces and regionally-focused intelligence activities, would therefore be excluded from this definition of GPF, among others.

B.   Mission Requirements

Formal mission requirements for LRC, similar to the definition of GPF, are also nowhere to be found. In lieu of such requirements the Services are generally responding to what may best be described as guidance from senior Service and/or DoD leaders.

C.   Different Flavors of Language, Region, and Culture in DoD

The variant most frequently used to refer to the domains of culture, foreign language, and regional studies is "LREC," the acronym for Language, Regional Expertise, and Culture. The Services have developed and adopted a number of other terms and acronyms relevant to this study. The most prominent examples are:

- LREC: While LREC is generally regarded as the Navy's acronym for these associated domains, LREC is also the term generally used in many DoD offices and even by many Army civilians, for example, the Army Culture and Foreign Language Management Office (ACFLMO) staff.

- "Cross Cultural Competency (3C)": The Air Force emphasizes developing 3C in all Airmen. In addition, targeted Airmen will develop and/or maintain language and regional skills on the basis of either existing proficiency or Air Force Specialty Code.

- "Operational Culture": The Marine Corps' Center for Advanced Operational Culture Learning (CAOCL) is implementing the "Region, Culture and Language Familiarization (RCLF) Program. As with the Air Force, the Marine Corps also emphasizes culture, but the term they use is "Operational Culture."

- LRC: At the January 2011 DoD "Language and Culture Summit: A Strategic Imperative," "LRC" was the acronym used to refer to Language, Regional, and Cultural issues.[40]

In order to avoid any one Service bias, in this report we use "LRC" to refer to the mix of domains spanning language, regional, and cultural issues.[41]

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[40] DoD "Language and Culture Summit: A Strategic Imperative," 25-26 January 2011, Cheryl Pellerin, "First DoD Language Summit to Set Future Strategy, American Forces Press Service," http://www.defense.gov/news/newsarticle.aspx?id=62524

[41] Two additional reasons to use LRC rather than the term LREC relate back to the word "Expertise." First, unlike the other terms in the acronym, expertise is not a domain or subject area. Second, some SMEs contend that this expertise can neither reasonably be achieved by, nor is it desirable for General Purpose Forces.

Beyond LRC, there are some additional definitions central to this undertaking. The below definitions were drawn from the referenced DoD authorities.

- Professional Military Education: The Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 1800.01D ("OPMEP") defines PME as follows: "PME conveys the broad body of knowledge and develops the habits of mind essential to the military professional's expertise in the art and science of war."[42]

- Culture-general: The forthcoming DoD Cross-Cultural Competence White Paper (DoD3CWP) defines Culture-general as referring "to the common aspects and domains of culture that provide individuals with knowledge (concepts, theories, processes, etc.) and skills that offer broadly applicable general principles and serve as a framework for culture-specific learning."[43]

- Cross-Cultural Competence (3C): The DoD3CWP describes Cross-Cultural Competence (3C) as "based on a set of knowledge, skills, abilities and attitudes (KSAAs) developed through education, training and experience that provide the ability to operate effectively in any culturally complex environment."[44]

The next set of terms is best portrayed in two overview tables. Table 2-1 depicts the Officer PME levels as described in the CJCSI 1800.01D, students, schools, emphases, and finally a statement about the extent to which LRC is infused at that level overall.

Table 2-2 depicts Enlisted PME levels as described in the CJCSI 1805.01A, students, schools, emphases, and finally statements about the extent to which LRC is infused in EPME by Service overall.

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[42] CJCSI 1800.01D ("OPMEP") issued 15 July 2009

[43] Department of Defense Cross-Cultural Competence White Paper, Nov 2010 V4, forthcoming

[44] Department of Defense Cross-Cultural Competence White Paper, Nov 2010 V4, forthcoming

Table 2-1. O-PME LRC Overview

PME Level	Target audience	Schools	Emphasis	LRC infusion
Pre-Commissioning/ Accessions	Officer candidates	Service Academies, ROTC, OCS/OTS	Service; foundations of leadership, ethics, management	Overall infused throughout the curriculum at the Academies; in ROTC LRC is an element of their education at this level
Primary/ Company-grade	O-1 through O-3	Branch/Specialty Schools	Service; tactical	Huge variations across the Services
Intermediate	O-4	Service & Joint Intermediate-level Colleges (i.e., Command and Staff College)	Jointness; Operational and Tactical	Huge variations across the Services
Senior	O-5 or O-6	Service & Joint Senior-level Colleges (i.e., War Colleges; NWC, ICAF, JFSC)	Strategic leadership; JIIM; Regional Studies	LRC are considered "warfighting enablers;" emphasis on Regional and Cultural
General/Flag Officer (GO/FO)	GO/FO	CAPSTONE, PINNACLE	Strategic, JIIM, Executive	Emphasis on Regional and Cultural

Source: CJCSI 1800.01D Officer Professional Military Education Program ("*OPMEP*"), 15 July 2009; as well as information gathered through site visits

Table 2-2. E-PME LRC Overview

EPME Level	Target audience	Schools	Emphasis	LRC infusion
Introductory	E-1 through E-3	Initial Entry and Branch/Specialty Schools	Service	Huge variations across the Services WRT EPME.
Primary	E-4 through E-6	Service Branch/Specialty Schools	Service and Tactical; Small-Unit	Army EPME: emphasis on "self-development," some Regional and Cultural content; Army EPME is being revamped overall;
Intermediate	E-6 / E-7	Service Branch/Specialty Schools	Service and Tactical; Mid-sized-Unit; Leadership; Tactical, introduction to Operational	Navy EPME: at lower levels it's all via NKO, at more senior levels there is some "LREC" content;
Senior	E-8 /E-9	Service Branch/Specialty Schools	Operational, Introduction to JIIM	Air Force NCOs attend in residence EPME, which includes Regional and Cultural content
Executive	E-9	Seminars, Conferences, Events; EJPME in SEJPME and at KEYSTONE	Leadership, Strategic JIIM	Marine Corps EPME: is undergoing changes in accordance with RCLF

Source: CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010; as well as information gathered through site visits

D. Metrics

Finally, throughout the following report, references are made to language proficiency ratings and language categories.[45] The language proficiency scale currently widely used throughout foreign language education communities in the U.S. is the Interagency Language Roundtable (ILR) proficiency scale. This scale, depicted in Table 2-3, contains both a numerical rating and a description of the proficiency levels.

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[45] Although such scales are being developed by a number of research organizations and educational programs, no widely accepted proficiency rating or categories for difficulty exist for culture and region at this time.

Table 2-3. ILR Language Proficiency Scale

Rating	Proficiency Level
5	Functionally Native Proficiency
4+	Advanced Professional Proficiency Plus
4	Advanced Professional Proficiency
3+	General Professional Proficiency Plus
3	General Professional Proficiency
2+	Limited Working Proficiency Plus
2	Limited Working Proficiency
1+	Elementary Proficiency Plus
1	Elementary Proficiency
0+	Memorized Proficiency
0	No Proficiency

Source: Language proficiency scale comparison chart
http://spinner.cofc.edu/globalscholars/files/comparison_chart.pdf; see also History of the ILR Scale,
http://www.govtilr.org/Skills/IRL%20Scale%20History.htm

The Defense Language Institutes' set of language categories is depicted in Table 2-4. According to the DLI, the higher the category, the more hours of language instruction are required to achieve proficiency.

Table 2-4. DLI's Language Categories

Category	Languages
I	French, Italian, Portuguese, and Spanish
II	German and Indonesian
III	Dari, Hebrew, Hindi, Persian, Russian, Serbo-Croatian, Tagalog, Thai, Turkish, Urdu and Uzbek
IV	Modern Standard Arabic, Iraqi Arabic, Egyptian Arabic, Chinese, Japanese, Korean, and Pashto

Source: Defense Language Institute Foreign Language Center General Catalog, 2009-2010, p. 19
http://www.dliflc.edu/file.ashx?path=archive/documents/DLIFLC_Catalog_2009-2010.pdf

3.   Methodology and Approach

Following a thorough literature review and examination of on-line resources, IDA embarked on a series of site visits and interviews, primarily conducted in person, but augmented with video-and teleconferences, and e-mail exchanges.[46] We began our line of inquiry at the Service training directorate/policy level, speaking also to five of the COCOM Senior Language Authority offices; we then visited the Service culture centers and school houses for curricula development, finally engaging with instructors at classroom level, observing classes when possible. The inputs we gathered were primarily qualitative, via interviews, classroom/exercise observation, and careful examination of classroom materials and tools.

The approach IDA took in order to assess the infusion of LRC in PME involved several layers of inquiry. We examined three aspects of PME: the inputs that influence the presence of LRC-related content in PME, LRC-content in PME in practice, and the factors that drive curriculum shifts relating to LRC-content (for example, self-assessments, metrics, and senior Leader support).

Because PME is not a uniform monolithic entity across the Services, we avoided to the greatest extent possible making comparisons across the Services. There is also no ideal example of the infusion of LRC in PME against which to compare the Service realities. In the absence of a baseline, we took as a starting point the inputs that influence PME content, design, and practice. First, we sought to determine the DoD/Service-level requirements/senior-level guidance regarding LRC-related content in the curricula of the organizations and institutions providing officer and enlisted PME and accessions. We sought to ascertain PMEIs' stated objectives with respect to language/culture content within PME and to determine to what extent these objectives can be mapped against DoD/Service requirements/guidance/objectives.   Another layer in our examination involved determining whether there is a process in place to revisit objectives in light of changing requirements, guidance, and needs. One factor we also considered involved whether there is a mechanism for COCOMs/engaged commanders, as the ultimate consumers of the products, to provide inputs regarding PME.

Subsequently, we examined the existing LRC content within Enlisted and Officer PME and accession programs. We inquired as to the inputs that feed into course development/curriculum related to language/culture.   We spoke with curriculum

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[46]   Table A-1 through Table A-7 detail each teleconference/site visit, offices visited, etc. While every effort has been made to represent the wealth of information collected, additional materials/information are available upon request.

developers about learning objectives and pedagogical techniques. We inquired about best practices in PMEI LRC content and the extent to which the PMEIs reach out both within and across the Services and relevant educational communities. We examined teaching materials, syllabi, and elements of curriculum design. To the greatest extent possible, we observed courses and interacted with relevant working groups.

In order to get a sense of the dynamism of the infusion of LRC in PME, we inquired about the institutional history of the relevant courses, programs, and departments. We also asked about PMEIs' practice of self-assessing, both in terms of frequency and methods employed, as well as inquiring about what is done with inputs of any self-assessments gathered. We asked about assessment techniques, metrics used, whether there were other forms of feedback collected, and how these inputs would influence the curriculum over time. We sought to determine whether individuals participating in these programs are able to meet mission requirements and whether the content available in PME and accession programs meets identified LRC-related needs.

Finally, we examined the role of the five Regional Centers with respect to PME, inquiring about the extent to which there is interaction between PMEIs and regional centers. We also sought to gain insights into LRC-related aspects of their outreach programs and efforts.

4. Challenges

In undertaking this task, IDA encountered a number of challenges, some of which impeded our ability fully to address the objectives established by the DLNSEO for this study. These challenges became pronounced during our data collection efforts, especially as we conducted interviews, observed classrooms and exercises, and examined teaching materials and tools. Some of these hurdles stemmed from differing understandings of key terms across the community, some were functional, and others were organizational.

A. Challenge 1: The Regional Centers Are Not Professional Military Education (PME) Institutions

As a result of the HASC O&I's grouping of DoD's Regional Centers with PME institutions in the November 2008 report, "Building Language Skills and Cultural Competencies in the Military," one of our objectives was to:

> Evaluate the extent to which the Service courses of instruction are supported by resources provided by the five DoD Regional Centers, and what processes are in place to facilitate or encourage Services' and Regional Centers' interaction.

The misperception that the Regional Centers represent in any way an element within the PME landscape has been fueled in large part by the HASC O&I's report. In that report, the HASC Subcommittee erroneously referred to "the four regional centers" and grouped their contributions with that of PME Institutions.[47] These centers are not, nor are they intended to be, PME institutions. The focus of their programs is on outreach, with at most limited U.S. participation. Given that the disconnect between PME and the Regional Centers became clear to us early in the data collection process, we sought to examine the Regional Centers in light of what they do, as well as what they could potentially do given a different mission set. The final chapter of this report describes the Regional Centers and their primary mission.

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[47] "Is there a need for a robust review of language, regional, and cultural courses and requirements in officer and enlisted Professional Military Education (PME), from accessions to the War Colleges, and including the four [sic] regional centers' contributions?" House Armed Services Subcommittee on Oversight and Investigations, "Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment," November 2008, p. 17, 25

B. Challenge 2: Requirements or Guidance?

IDA faced a second fundamental challenge when seeking to address the following objective:

> As part of the PME/accession analysis, examine mission requirements and consideration for lessons learned as they pertain to language, regional and cultural focus areas.

What are mission requirements? Based on a limited examination of relevant DoD documents, the DoD Dictionary of Military and Associated Terms, and interviews, IDA was unable to locate an accepted standard DoD definition of "mission requirements."[48] The most relevant terms we were able to locate in the DoD dictionary were "requirements capability" and "mission." According to the first two definitions provided by the DoD Dictionary of Military and Associated Terms, a "mission" is:

> The task, together with the purpose, that clearly indicates the action to be taken and the reason therefore. (Source: JP 3-0)

> In common usage, especially when applied to lower military units, a duty assigned to an individual or unit; a task. (Source: JP 3-0)[49]

The Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3180.01 contains definitions of "operational requirements" and "requirement."[50] In the CJCSI 3180.01, "requirement" is defined as:

> The need of an operational user, initially expressed in broad operational capability terms in the format of a mission needs statement. It progressively evolves to system-specific performance requirements in the operational requirements document.[51]

In fact, individuals we interviewed frequently asked us what we meant by "mission requirements." Some individuals with whom we spoke immediately associated

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[48] Joint Education and Doctrine Division, J-7, Joint Staff, DoD Dictionary of Military and Associated Terms, Joint Publication 1-02, 08 November 2010, as amended through 15 May 2011, http://www.dtic.mil/doctrine/dod_dictionary/index.html

[49] Joint Education and Doctrine Division, J-7, Joint Staff, DoD Dictionary of Military and Associated Terms, Joint Publication 1-02, 08 November 2010, as amended through 15 May 2011, http://www.dtic.mil/doctrine/dod_dictionary/index.html

[50] The Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3180.01 Joint Requirements Oversight Council (JROC) Programmatic Processes for Joint Experimentation and Joint Resource Change Recommendations, 31 Oct 02 (Current as of 26 May 05), http://www.dtic.mil/cjcs_directives/cdata/unlimit/3180_01.pdf

[51] The Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3180.01 Joint Requirements Oversight Council (JROC) Programmatic Processes for Joint Experimentation and Joint Resource Change Recommendations, 31 Oct 02 (Current as of 26 May 05), p. GL-7, http://www.dtic.mil/cjcs_directives/cdata/unlimit/3180_01.pdf

requirements with billets or manning. Some examples of statements we heard regarding the relationship between "mission requirements" and LRC included:

> "How is the requirements process working? The current process is not working."

> "PME isn't designed to meet requirements; you're comparing apples and oranges."

> "In the absence of a scale for measuring, no mechanism exists to signal a requirement; how does a commander say he needs X number of people at X level? Train to what? We don't even know how to signal a requirement for language and regional expertise."

Where are mission requirements related to LRC specified? The Capstone Concept for Joint Operations (CCJO) from January 2009 established a basic operating concept for a wide range of possible military engagements.[52] This CCJO called for Services to "Markedly increase language and cultural capabilities and capacities."[53] This document identified a need for "a higher level of cultural attunement," and referenced the necessity for "cultural awareness and proficiency in foreign languages" in order to interact with local populations and to cooperation effectively in multinational coalitions.[54] The CCJO also acknowledged that "it is not reasonable to expect the entire force to be culturally and linguistically knowledgeable about every geographic locale to which joint forces might be committed." Rapidly deployable "liaison teams" must be available to augment the force and educational and training organizations must be agile in achieving targeted needs "on short notice."[55]

Another relevant DoD document that addresses LRC and operational priorities is USD (P&R)'s Strategic Plan for the Next Generation of Training for the Department of Defense, from September 2010.[56] While the document states that this Plan is "directive" "it recognizes the competing nature of resources within DoD Components and understands that corporately, Components may have to override directives in this plan to

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[52] The Capstone Concept for Joint Operations, v3.0 (Washington D.C., Department of Defense, 15 January 2009), p. iv.

[53] The Capstone Concept for Joint Operations, v3.0 (Washington D.C., Department of Defense, 15 January 2009), p. 32.

[54] The Capstone Concept for Joint Operations, v3.0 (Washington D.C., Department of Defense, 15 January 2009), p. 32.

[55] The Capstone Concept for Joint Operations, v3.0 (Washington D.C., Department of Defense, 15 January 2009), p. 32.

[56] Strategic Plan for the Next Generation of Training for the Department of Defense, September 23, 2010, Office of the Under Secretary of Defense (Personnel & Readiness) Readiness and Training Policy and Programs

address higher priority needs."[57] The Plan references the CCJO's call to "Markedly increase language and cultural capabilities and capacities," listing it as a "Training focus area;" moreover, the Plan provides "foundational guidance," on what a marked increase might entail:

> 4.10.1. Develop an education and training capability that contributes to a culturally aware and linguistically adept total force.
>
> 4.10.2. Leverage technologies to develop linguistic and cultural training capabilities.
>
> 4.10.3. Train to foundational cultural skills (including empathy, cross-culture negotiations, self-reliance, securing basic needs in a foreign environment, adaptability, listening, and building trust).
>
> 4.10.4. Train to the use of interpreters. Develop course curriculum on reading culture-specific body language to judge effectiveness of statements, understanding and proper translation. [58]

It is important to note that the CCJO and the Strategic Plan for the Next Generation of Training are representative of a body of DoD doctrine and concepts. These documents are intended to provide a foundational operating concept and directives broad enough for each of the Services to find them flexible and applicable for their range of roles and missions. When we, in the process of conducting our interviews, suggested the word "guidance" in place of "requirements" the respondents were better able to articulate the respective relationship with LRC; however, they were more prone to cite senior leaders within their respective Service than DoD doctrine.

Expanding the discussion from "mission requirements" to "educational requirements" adds additional DoD Instructions to the documents under consideration. In the case of Joint PME, educators and policy makers look to the Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 1800.01D, Officer Professional Military Education Program ("OPMEP"), from 15 July 2009. This Instruction delineates the objectives and policies of the Chairman of the Joint Chiefs of Staff concerning PME and especially JPME, identifying "the fundamental responsibilities of the major military educational participants in achieving those objectives." [59] The section on "Officer Professional Military Education Policy" identifies "language skills, regional expertise, and cultural

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[57]   Strategic Plan for the Next Generation of Training for the Department of Defense, September 23, 2010, Office of the Under Secretary of Defense (Personnel & Readiness) Readiness and Training Policy and Programs, p. 2

[58]   Strategic Plan for the Next Generation of Training for the Department of Defense, September 23, 2010, Office of the Under Secretary of Defense (Personnel & Readiness) Readiness and Training Policy and Programs, p. 14

[59]   CJCSI 1800.01D, Officer Professional Military Education Program (OPMEP), 15 July 2009, p. A-1

awareness" as central Joint warfighting enablers for both "traditional and irregular warfare." The OPMEP Policy discusses the role of PME and JPME with respect to LRC as follows:

> Inculcation of language skills is guided by DoD policy (reference n) and is a career-long commitment, cross-cutting all aspects of the joint learning continuum. Services bear primary responsibility for the establishment and maintenance of these perishable skills. Cultural awareness and regional expertise similarly engage all aspects of the learning continuum, with graduate level understanding of the strategic and operational impact of these areas on the joint operating environment being central to intermediate and senior JPME/PME.[60]

The Chairman of the Joint Chiefs of Staff also issued an Instruction for Enlisted PME. The latest version is from October 2010: CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP.")[61] The EPMEP delineates the objectives and policies of the Chairman of the Joint Chiefs of Staff concerning EPME and Enlisted Joint PME (EJPME.) With regards to LRC, the emphasis throughout this Instruction is on EJPME providing regional and cultural awareness and understanding to Enlisted personnel as part of the foundation for Joint operations.

Although the CJCS delineates educational requirements through both the OPMEP and the EPMEP, these requirements are for Joint PME only. With regards to Service PME, these CJCS Instructions provide guidance; PME is the responsibility of the Service Chiefs.

C.   Challenge 3: The Maturity of the PME LRC-Related Programs

IDA's third fundamental challenge relates directly to the second. Given the wording of mission requirements with respect to LRC, and given the role of Professional Military Education in career development, and the gestational nature of that developmental process, the following objective proved difficult to address:

> Examine PME/Accession curriculum to determine the extent to which mission requirements and lessons learned are being considered in course development/planning. What are the learning objectives, how are they determined, and how does the language and cultural content/curriculum in the programs address the established requirements

In order to address the extent to which mission requirements and lessons learned are considered in course development and curriculum planning, we would have to identify mature PME programs with students who have completed that level of PME and then,

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[60]   CJCSI 1800.01D, Officer Professional Military Education Program (OPMEP), 15 July 2009, p. A-3

[61]   Chairman of the Joint Chiefs of Staff Instruction, CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010, http://www.dtic.mil/cjcs_directives/cdata/unlimit/1805_01.pdf

after experiencing deployment, reported back (either personally or through a supervisor) their ability to meet mission requirements. This important question could not be addressed during the data collection portion of this project.

D. Challenge 4: The Question of Effectiveness

The fourth challenge builds on the second and third:

> Develop a means by which to ascertain effectiveness of programs' abilities to meet mission requirements. The sources used to ascertain effectiveness will include: interviews, surveys, test results, etc.

Given that there were no mission requirements, we did not ascertain the effectiveness of the programs in light of requirements. Instead we addressed the extent to which the programs assess themselves, what they do with their assessments and the support from senior leaders.

E. Challenge 5: Projecting Forward

The fifth challenge builds on the second and third:

> In conducting the assessments described in sections a - e, analyze how needs are projected forward and the extent to which future priorities and requirements will be met by PME

We asked interviewees about projecting needs forward and we reported back our findings in the following chapters. In many cases, it is noteworthy how vague some respondents were when they addressed this issue.

F. Challenge 6: PME Is a Moving Target

The sixth challenge we raise stems from the subject matter of the report:

It is important to note that the subject of this report is a moving target. Both PME (in general) and the infusion of LRC in PME (in particular) are living organisms within each Service, affected by changes in military requirements, politics, doctrine, leadership, personalities, and varying by branch or school, and certainly by Service.[62] Moreover, this topic has drawn much attention in print, workshops and conferences, and also in Congress. In addition to a wealth of relevant secondary literature and related Service-issued doctrine and reports, the HASC's "Building Language Skills and Cultural Competencies in the Military: Bridging the Gap," (released in December 2010, following

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[62] It must be emphasized that even as we submitted this report to be reviewed, changes were taking place and trends were continuing. Where possible, we have noted developments, announced forthcoming changes, and identified trends

up on their November 2008 report)[63] is a recent addition to the growing literature on this topic. Our goal was to portray objectively and as robustly as possible the infusion of LRC in military education across the Services, from pre-commissioning to the General Officer/Flag Officer (GO/FO) level.

G. Challenge 7: LRC Semantics

It is perhaps to be expected that LRC semantics posed challenges during the data collection phase of this effort. In addition to most Services having their own designation for LRC, we also encountered different emphases and categorization of the basic concepts.

In addition, some subject matter experts (SMEs) expressed concerns about what they perceived to be a strong emphasis on one of the three domains. While they recognized that significant linkages exist between language, culture, and regional knowledge, these SMEs urged that two of the three domains should not be subsumed under the other one. For example, some SMEs perceived that certain elements within the community may emphasize language to the point that culture and regional knowledge are regarded ultimately as subsets thereof. The SMEs who raised this issue voiced concerns that if language is emphasized over culture and regional knowledge, then the imperative to address LRC needs for GPF is thereby weakened.

H. Challenge 8: FOUO

In addition to site visits, interviews, and classroom observations, we also conducted a robust literature review, which included a wide range of materials available to us through Army Knowledge Online (AKO), as well as materials generously provided by the Defense Language and National Security Education Office and other contacts. The challenge we faced with regards to this wealth of information stems from the fact that many materials we examined were designated as For Official Use Only (FOUO.) Because citing any of these materials would render the entire report FOUO, we chose not to reference these documents; however, it is important to note that our research was informed by a large number of FOUO documents.

The previous discussion focused on the challenges we faced as we conducted our research and analysis of LRC infusion in PME. The next chapter delves into the Service variations on LRC education, building on the semantic differences and demonstrating the philosophies that emerged.

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[63] House Armed Services Subcommittee on Oversight and Investigations, "Building Language Skills and Cultural Competencies in the Military: Bridging the Gap," December 2010, http://armedservices.house.gov/index.cfm/files/serve?File_id=5f9d55f9-7b8a-4461-8c5a-4b5fb08e9a7f

5. The Services' Approach to LRC

The heterogeneity across the Services with respect to their preferred definitions and acronyms for LRC reflects fundamental variations in their overall approaches to the infusion of LRC into their respective PME. This chapter provides an overview of each Service's approach to LRC, identifying areas of emphasis, the drivers of their respective strategies, and relevant organizational structures.

A. Army

The U.S. Army, the largest and oldest of the Services, is also the Service that was the first to develop a Culture Center; the TRADOC Culture Center (TCC), located at Fort Huachuca, was stood up in 2004.[64] In fact, the TCC also developed some of the teaching tools that formed the initial corpus of culture-oriented training materials, in the form of a DVD that was widely distributed and used. The TCC looked outside DoD for ideas and pedagogical approaches to cultural and regional subjects and pioneered instructional techniques, many of which are still in use.[65] The TCC also established the TRADOC Annual Culture Summit, an event that continues to draw together SMEs from across the Services, as well as from academia, the COCOMs, and DoD, in valuable conversation.

As it was in the initial days of the TCC, the Army's approach to LRC continues to be largely personality-driven. In fact, according to a range of representatives from the Department of the Army, Training Directorate (HQDA DCS G-3/5/7), when the Army established the TCC, it did in the absence of DoD-issued directives or mandates and prior to the release of the Defense Language Transformation Roadmap and the subsequent creation of the Defense Language and National Security Education Office.[66]

Also in the absence of an explicit DoD directive, the Army, between 2006 and 2008, drafted the Army Culture and Foreign Language Strategy (ACFLS), which was signed in December 2009. The ACFLS is described in the 2010 Army Posture Statement as an "overarching strategy for developing cultural and foreign language capability for the general force. Its overall goal is to build and sustain an Army with the right blend of

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[64] It is important to note that the DLIFLC, which has been under the jurisdiction of the Army since its reorganization in the 1970s, predates all the Service Culture Centers by many decades. Although the DLIFLC is relevant to this discussion of PME and the infusion of LRC, it is somewhat tangential in the context of Service philosophical approaches to LRC.

[65] Amy Alrich, "Framing the Cultural Training Landscape: Phase I Findings," D-3709, Dec 2008, p. 16

[66] HQDA DCS G-3/5/7, DCS G-2, DCS G-1, discussion with IDA 3 May 2010

culture and foreign language capabilities to facilitate full spectrum operations."[67] The ACFLS addresses LRC capabilities in the context of both training and career development. While the ACFLS distinguishes between LRC professionals and non-professionals among uniformed Army personnel, the emphasis of the strategy is on non-professionals and developing "a baseline of culture and foreign language capabilities for all leaders and Soldiers to support the accomplishment of unit missions." In drafting this document, the Army sought to emphasize both the operational and strategic value of culture and language-related capabilities. The stated desired "end state" of the ACFLS was to "build and sustain an Army with the right blend of culture and foreign language capabilities to facilitate full spectrum operations."[68]

The ACFLS highlights how essential it is for the Army "to develop and maintain expeditionary forces led by Soldiers who are ready to deploy and operate effectively anywhere in the world across the full spectrum of conflict."[69] The strategy emphasizes the role that culture and language play as force enablers in the complex environments in which units often perform their missions in joint, interagency, and multinational settings. Moreover, in the ACFLS, it is suggested that together culture and language are an essential "underpinning" for the Army's core "competency categories needed for 21st Century operations."[70]

The definition of "culture" provided in the ACFLS is an essential element of the Service's approach to LRC:

> Culture is the set of distinctive features of a society or group, including but not limited to values, beliefs, and norms, that ties together members of that society or group and that drives action and behavior. Additional aspects or characteristics of culture are:
>
> (1) Culture is shared; there is no "culture of one."
>
> (2) Culture is patterned, meaning that people in a group or society live and think in ways forming definitive, repeating patterns.
>
> (3) Culture is changeable, through social interactions between people and groups.

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[67] Army Culture and Foreign Language Strategy, 2010 Army Posture Statement, https://secureweb2.hqda.pentagon.mil/vdas_armyposturestatement/2010/information_papers/Army_Culture_and_Foreign_Language_Strategy_%28ACFLS%29.asp

[68] ACFLS, p. 1

[69] ACFLS, p. 3

[70] According to the ACFLS, these core competencies are: Application of combat power (military art and science), Culture and foreign language, an understanding of Governance, an understanding of Economic and infrastructure development, and knowing when and how to Negotiate and mediate. Culture and foreign language is both one of the competencies, as well as an underpinning "essential to the effective use of the other" four. ACFLS, p. 3

(4) Culture is internalized, in the sense that it is habitual, taken for granted, and perceived as "natural" by people within the group or society.

(5) Culture is learned.

(6) The distinctive features that describe a particular culture include its myths and legends.[71]

According to the ACFLS, culture and language as capability categories are linked, but viewing the domains separately and reflecting on the value of each to non-professionals highlights the tremendous value of culture-related training and education. "Culture and language abilities are complementary, but not entirely dependent on each other. The payoff from the investment in culture capability for the general force is greater than the return for language training and maintaining foreign language proficiency."[72] Ultimately, culture is regarded as a more generally transferrable domain and is emphasized more heavily than language in terms of General Purpose Forces (GPF): "Development of culture capability is the main effort (big C) and development of language capability is the supporting effort (little L). This is a conscious descriptor to indicate degree of emphasis between the two capabilities in the general force." [73]

From the perspective of the Army Training Directorate (HQDA DCS G-3/5/7), in terms of GPF, this emphasis on "Big 'C' Culture" also reflects certain resourcing and training realities: in addition to the cost associated with "Big 'L' Language," time constraints render a "Big 'L'" goal unrealistic.[74] While the terms "big" and "little" indicate emphasis, questions remain about "how much is enough?" [75] Multiple Army SMEs suggested that if there were metrics enabling answers to questions about sufficiency and performance, the Services would be provided with a sort of much-needed "rudder."[76]

Although there are references to ACFLS in a wide variety of Army documents, including "The United States Army Learning Concept for 2015,"[77] and the execution order (EXORD) was recently signed, in an institutional sense, discussions of the ACFLS are still focused on what *will be* rather than what *is*. There will be a new draft of the

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[71]   ACFLS, p. 7

[72]   ACFLS, p. 6

[73]   ACFLS, p. 6

[74]   HQDA DCS G-3/5/7, DCS G-2, DCS G-1, discussion with IDA 3 May 2010

[75]   HQDA DCS G-3/5/7, DCS G-2, DCS G-1, discussion with IDA 3 May 2010

[76]   HQDA DCS G-3/5/7, DCS G-2, DCS G-1, discussion with IDA 3 May 2010

[77]   The United States Army Learning Concept for 2015, 20 January 2011, TRADOC PAM 525-8-2, p. 11

ACFLS and a TRADOC internal EXORD on ACFLS implementation.[78] Thus, at present, institutionally speaking, the ACFLS lacks an Army-wide implementation plan.

Part of the institutional challenge the Army faces in implementing the ACFLS is structural. The U.S. Army Training and Doctrine Command (TRADOC) is the designated lead for cultural training for the Army. TRADOC's Combined Arms Center (CAC), Fort Leavenworth, has the lead for career development, education, and training. CAC is one of the Major Subordinate Organizations within TRADOC. The TRADOC G-2 is the organizational home for the Army Culture and Foreign Language Management Office (ACFLMO), which is the office created to implement the ACFLS. Located at Fort Monroe, the ACFLMO is one of the 17 directorates under the TRADOC G-2. Although the implementation and coordination of the ACFLS is being carried out by the ACFLMO, that implementation indeed involves the Army's schools and training centers responsible for leader development, which are under the guidance of the CAC.

The ACFLMO has an implementation plan in place for the ACFLS that was developed at the execution/instructional level; it may be that, because the implementation plan was developed at the instructional rather than the institutional level, it has not gained Army-wide recognition or acceptance. As with the ACFLS, the execution, planning, and implementation are occurring concurrently and may shift depending on resourcing issues, personalities, the issuing of orders, among many other factors.

In implementing the ACFLS, the ACFLMO has planned to place 15 Culture and Foreign Language Advisors (CFLAs) at the TRADOC Centers of Excellence (CoE) "to infuse culturally oriented emphasis into CoE programming."[79] The Army Institutional Training schools and Centers of Excellence that will have CFLAs are listed in Table 5-1.

Table 5-1. The Army Institutional Training Schools and Centers of Excellence

Center of Excellence	Location	School
Maneuver CoE	Fort Benning, GA	Infantry and Armor Schools
Maneuver Support CoE	Fort Leonard Wood, MO	Engineer, Military Police, & Chemical Schools
Intel CoE	Fort Huachuca, AZ	Intel School
Aviation CoE	Fort Rucker, AL	Aviation School
Signal CoE	Fort Gordon, GA	Signal School

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[78] Discussed at the DoD "Language and Culture Summit: A Strategic Imperative," 25-26 January 2011

[79] News, The School for Russian and Asian Studies: "Army Positions: Culture and Foreign Language Advisors," 29 July 2010, http://www.sras.org/army_positions_culture_foreign_language_advisors

Center of Excellence	Location	School
BCT/SSI CoE	Fort Jackson, SC	Basic Combat Training, Finance, Adjutant General Schools
Sustainment CoE	Fort Lee, VA	Army Logistics University, Quartermaster, Transportation, & Ordnance Schools
Fires CoE	Fort Sill, OK	Artillery, Air Defense Artillery Schools
CGSC, ILE CoE	Fort Leavenworth, KS	Command and General Staff College
AWC	Carlisle Barracks, PA	Army War College
USASMA	Fort Bliss, TX	Sergeants Major Academy

Source: Drawn from July 2010 Job listing, "Army Positions: Culture and Foreign Language Advisors"
Note: the number of CoEs will change; this set of CoEs draws from the CFLA job posting. News, The School for Russian and Asian Studies: "Army Positions: Culture and Foreign Language Advisors," 29 July 2010, http://www.sras.org/army_positions_culture_foreign_language_advisors

At present, at least half of the above CoEs have CFLAs in place. According to the ACFLMO, TRADOC would like to "harvest the best and brightest from the Human Terrain System (HTS)" to become CFLAs, thereby ensuring that these advisors possess both operational experience and appropriate academic backgrounds.[80]

The creation of a new entity, the Cultural Knowledge Consortium (CKC), which will also be located under the TRADOC G-2, further suggests a linkage between the HTS and the CFLAs/ACFLS in general. An ACFLMO briefing on the ACFL Enterprise suggests that the CKC will consist of three "Research Reach-back Centers (RRC)" for "cultural information," covering predeployment, research and studies, and operations.[81]

According to the ACFLMO's vision for implementation of the ACFLS, the CFLAs will be placed at these schools/CoEs in order both to help CAC integrate LRC into the core curriculum, as well as to assist the school commandants in the integration of LRC into the career development regimen. The intention is to have the CFLAs assist both CAC and the commandants in informing the Army's educational enterprise.

A lingering complication with respect to institutionalizing the ACFLS, with CFLAs at each CoE, is that the CFLAs currently are filling either temporary or contractor positions. It may be that, until there is an internal TRADOC ACFLS EXORD in place, it is difficult to create Department of the Army civilian positions for these roles.

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[80] Fort Monroe site visit with the ACFLMO. via teleconference two CFLAs, from Fort Sill and Fort Lee, 15 May 2010

[81] Dave Ott, Army Culture and Foreign Language Information Brief, 22 July 2010, Briefing delivered at Warfighters' Forum (WfF) ACOM Board of Directors, Atlanta, slides 15-16.

The Fires Center of Excellence, Fort Sill, was the first CoE to establish a Culture and Foreign Language Program. According to the then Commandant of the U.S. Army Field Artillery School (USAFAS), core competencies of the field artillery community include the ability to "visualize, articulate, and build partnerships and alliances," to lead effectively, as well as to be adaptive and agile in complex and uncertain circumstances. General Ridge articulated his view that cross-cultural and regional competence enables these capabilities.[82]

Fort Sill, the CoE that featured the Army's first Culture and Foreign Language Advisor (CFLA), became the home of the first Culture and Foreign Language Program (CFLP.) In the absence of a formal ACFLS implementation plan, this first CFLA worked with TRADOC G-2 staff (the office that became the ACFLMO) and USAFAS leadership to structure a program based on Army leadership development doctrine.[83] The basic goal of the new program was to develop in Soldiers a level of cultural awareness and understanding as both a foundation upon which to build throughout their careers and a cross-cutting fundamental capability enabler. In establishing USAFAS' CFLP, Fort Sill's CFLA adopted a blended approach to foreign language, culture, and regional expertise. It is essential that the LRC-related content be properly infused throughout the curriculum, with an emphasis on enhancing understanding via a mix of blended classroom instruction, self-development, and home station education.

This LRC content is blended throughout the levels of PME at Fort Sill; whether it is the CFLA leading a class, academics from nearby universities, or Small Group Leaders (SGLs), every effort is made to have both quality and content coordination. The CFLA provides course content and direction and conducts train-the-trainer sessions with SGLs. The purpose of the train-the-trainer exercises is to encourage SGLs to work together in order to learn how best to do their roles for their given group. The CFLA provides SGLs with recommended readings, exercises, and course materials that draw on specific regional information with cultural implications. Ibrahimov draws from a wide range of sources, including the TRADOC Culture Center, the Center for Advanced Operational Culture Learning, the Defense Language Institute, the Air Force Center for Culture and Language, academia, historical materials, as well as materials he designs; often he finds that the best approach is to mix the materials together, drawing on the best pieces from a rich set of inputs.[84]

USAFAS's CFLP is not only the most mature of the CoE CFLPs, but it is also the program to which the ACFLMO sends new CFLAs. USAFAS' CFLA works closely

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[82] Fort Sill site visit, discussion with Brigadier General Ross Ridge and Dr. Mahir Ibrahimov, 19 August 2010

[83] Fort Sill site visit, discussion with Dr. Mahir Ibrahimov, 19 August 2010

[84] Fort Sill site visit, discussion with Dr. Mahir Ibrahimov, 19 August 2010

with the network of CFLAs, sharing experiences and insights. The group of CFLAs, as envisioned by the ACFLMO, will work as a network of advisors, linked together via every means of communication, sharing lessons learned across a network of networks, with relationships built across academia and the Services. In addition to the network of CFLS, the ACFLS is envisioned to involve the creation of a Board of Governors, which will serve as a mechanism for entering updates and inputs from commanders.[85]

Culture features prominently in TRADOC's recently approved "United States Army Learning Concept for 2015" (ALC). Indeed one of the nine "21st Century Soldier Competencies" links cultural with Joint Interagency Intergovernmental Multinational (JIIM) competence, as depicted in Table 5-2.

Table 5-2. The Nine ALC's 21st Century Soldier Competencies

Army Learning Concept 21st Century Soldier Competencies
Character and Accountability
Comprehensive Fitness
Adaptability and Initiative
Lifelong Learner (includes digital literacy)
Teamwork and Collaboration
Communication and Engagement
Critical Thinking and Problem Solving
Cultural and JIIM Competence
Tactical and Technical Competence (Full Spectrum Capable)

Source: The United States Army Learning Concept for 2015, 20 January 2011,
TRADOC PAM 525-8-2, p. 18

According to the Army Learning Concept, these nine competencies are the "most important" and must be "instilled in initial military training and reinforced across the career span at varying levels appropriate for each cohort and echelon."[86] Cultural and JIIM competence refers to the following desired set of attributes: "Soldiers and leaders use cultural fundamentals, self-awareness skills, and regional competence to act effectively in any situation. They use communication, including foreign language, influence, and relational skills to work effectively in varied cultural and joint, interagency, intergovernmental, and multinational contexts. Soldiers and leaders consider

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[85] HQDA DCS G-3/5/7, DCS G-2, DCS G-1, discussion with IDA with IDA 3 May 20010

[86] The United States Army Learning Concept for 2015, 20 January 2011, TRADOC PAM 525-8-2, p. 18, 43

and are sensitive to socially transmitted behavior patterns and beliefs of individuals from other communities and/or countries and effectively partner, influence, and operate in complex joint, interagency, intergovernmental, and multinational environments."[87]

Instilling cultural and JIIM competence and the other eight competencies into the Army's training and education continuum entails an enterprise that is coordinated and has "everyone on the same sheet of music."[88] While the implementation of the ALC is forthcoming, it is important to note that the document addresses the need for coordination. The ALC describes a recently created position, the Chief Learning Innovation Officer (CLIO), who "must lead the planning, coordination, and tracking of the multiple internal and external actions required to develop the supporting infrastructure, workforce skills, and policies necessary to implement ALC 2015."[89] The role of the CLIO is necessary because "implementing the broad goals included in ALC 2015 requires organizational leadership and a management commitment to achieve the revolutionary transformation necessary to be comprehensive. The CLIO must have the authority and responsibility to direct, track, and manage actions to initiate and sustain the Army's learning system adaptation." The CLIO's responsibilities include establishing metrics, doing routine evaluations, identifying "bright spots" and encouraging "bottom-up ideas."[90] According to recent testimony before the HASC, the CLIO will be "central focal point or a full-time director of military education,…the key advisor to the training and doctorate commands, Commander General Dempsey, on military education."[91]

At TRADOC's December 2010 Annual Accreditation Working Group (AAWG), "Outcomes-focused Standards in Support of FY11-12 TRADOC Campaign Plan," a major focus was on the implementation of the Army Learning Concept for 2015. At the AAWG, Brigadier General Sean MacFarland, Deputy Commanding General of the CAC for Leader Development and Education and Deputy Commandant of the Command and General Staff College, discussed the creation of the Army Learning Coordination Council (ALCC). According to the ALCC "charter of Purpose," as briefed by BG MacFarland, the ALCC "is to synchronize learning in PME to ensure an integrated and sequential program of lifelong learning from MT [Military Training] to Senior Level Education that fulfills the intent of the Army Learning Concept and the Army Leader Development Strategy." MacFarland indicated that the ALCC will be "Modeled after the Military Education Coordination Council (MECC) that deals with Joint Professional Education."

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[87] The United States Army Learning Concept for 2015, 20 January 2011, TRADOC PAM 525-8-2, p. 43

[88] This expression was repeatedly used during the Culture and Foreign Language Planning Workshop, 10-11 August 2010, Fort Leavenworth.

[89] The United States Army Learning Concept for 2015, 20 January 2011, TRADOC PAM 525-8-2, p. 29

[90] The United States Army Learning Concept for 2015, 20 January 2011, TRADOC PAM 525-8-2, p. 29

[91] HASC testimony, 30 Nov 2010

MacFarland regards the creation of the ALCC as essential if the Army intends the ALC to be successfully implemented. According to his presentation, the ALCC structure will draw on all elements of the Army's training and education enterprise, and will be headed by the CLIO (if the CLIO is "hired at TRADOC.")[92]

The creation of the CLIO and the ALCC would potentially ameliorate concerns expressed throughout the Army's training and education enterprise. In a variety of venues, IDA has both observed and heard about the existence of "tension in TRADOC between the education and training communities." Again, and as BG MacFarland also emphasizes, the "lack of a process to synchronize curriculum content in PME across disparate schools, centers and POIs [Program of Instruction]" is a concern IDA has encountered widely.[93] The extent to which the Army addresses these concerns will greatly affect the implementation of the Army Culture and Language Foreign Strategy, as well, of course, as Army PME as a whole.

B. Navy

The U.S. Navy recognizes the importance of what they term "Language skills, Regional Expertise and Cultural (LREC) awareness" and considers it a significant enabler in its ability to perform its global missions. According to the Navy's LREC Strategy (2008), "development and improvement of Navy's competencies in these critical capabilities will facilitate the quality of our foreign interactions and enable cooperative and collaborative relationships. They are essential elements in the Navy's engagement in every phase of war, but paramount to the Navy's ability to shape and influence blue, brown and green water security environments in all Phase 0 operations."[94] The Navy's LREC Strategy takes its guidance from the Defense Language Transformation Roadmap and also aligns with other strategic direction contained in the Cooperative Strategy for 21st Century Seapower, Department of the Navy Objectives for FY 2008 and Beyond, Chief of Naval Operations Guidance, the Navy Strategic Plan, the Naval Operations Concept 2006, and the Navy Strategy for Our People. Basing the LREC strategy on this foundation, Navy leadership intends to build on its centuries' old tradition of overseas

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[92] Brigadier General Sean B. MacFarland currently serves as the Deputy Commanding General of the U.S. Army Combined Arms Center for Leader Development and Education and as Deputy Commandant of the Command and General Staff College at Fort Leavenworth, Kansas. "ALC: Developing Army Leaders," BG MacFarland, DCG CAC - LD&E, 7 December 2010

[93] This quote is from Brigadier General Sean B. MacFarland, "ALC: Developing Army Leaders," BG MacFarland, DCG CAC - LD&E, 7 December 2010, Newport News, VA. The same concern has been voiced in a number of interviews IDA conducted and also observed at the Culture and Foreign Language Planning Workshop, 10-11 August 2010, Fort Leavenworth.

[94] CNO, "U. S. Navy Language Skills, Regional Expertise and Cultural Awareness Strategy", January 2008.

involvement and contact by building and maintaining an LREC capability consistent with its overseas engagement.

The Navy LREC Strategy focuses largely on training and on the role of LRC in facilitating cooperation with other nations. Among a number of LRC assumptions, of note is the Navy view that cultural awareness and regional knowledge transcend foreign language skill in terms of total force priorities.[95] The Navy's vision for increased LRC capabilities include sufficient LRC capacity that meets Navy's known mission needs, with appropriate levels of expertise, and the ability to surge for emergent requirements. These LRC capabilities have to be aligned with operational requirements to support Joint and Navy missions utilizing the total force – active, reserve, civilian, and contractor – and enabling Navy's ability to shape and influence the maritime security environment. With austere future budgets in mind, the Navy is aware that, given the time and expense necessary to achieve and sustain the capability, agile, responsive, and cost-effective LRC plans and policies that deliver results will provide the best return on investment. Finally, they envision an LRC development capability that maximizes the existing education and training infrastructure, embraces new training opportunities, leverages the heritage and ethnic diversity of the Navy, and rewards linguistic proficiency.[96]

Keeping in mind the various limitations and scope of providing an LRC capable force, the means used to deliver the delineated LRC capabilities include a development process that leverages legacy and emerging capabilities, but optimizes existing Manpower, Training and Education (MPT&E) infrastructure. The program has to provide the right capacity, competency, and proficiency in an efficient manner, via a capability and effects-based agenda, aligned with, and adaptable to, operational need as defined, forecast, and validated by the warfighter. It will have to be managed, tracked, and detailed to the right place and time to facilitate coalition, combined, Joint, and Navy missions and be continually assessed relative to operational readiness and relevance, and shaped as needed to optimize its capability/capacity.[97]

In order to achieve the goals established for the LRC vision and mission, the Navy set forth a number of priorities and objectives:

- Consolidate the organization, policies and processes associated with LRC under the management of the Navy's Senior Language Authority (SLA) (CNO N13) to efficiently program, coordinate, and deliver the capability.

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[95] CNO, "U. S. Navy Language Skills, Regional Expertise and Cultural Awareness Strategy." January 2008, p. 3, 4.

[96] CNO, "U. S. Navy Language Skills, Regional Expertise and Cultural Awareness Strategy." January 2008, p. 7.

[97] CNO, "U. S. Navy Language Skills, Regional Expertise and Cultural Awareness Strategy." January 2008, p. 8.

- Ascertain the scope, depth, and breadth of LRC capability and capacity within the total force and implement processes to monitor readiness, measure proficiency, and align to Fleet requirements.

- Accurately define the Navy's LRC requirements and articulate specific competencies (i.e., translator, interpreter, Foreign Area Officer), degrees of expertise, and capacities needed by the force followed by identification of LRC capability and capacity shortfalls in the force.

- Develop a plan to fill the gaps, either by building capability or realigning existing capacity.

- Expand cultural awareness in the force by integrating regional content and, as appropriate, language familiarization in Navy Professional Military Education (NPME), pre-/mid-deployment training, and port visit orientation.

- Maximize the contributions of language professionals and language-enabled Sailors through increased training opportunities and appropriate incentives.

- Build capability and capacity by implementing language-related accession and heritage-community recruiting goals, increasing undergraduate LRC study where appropriate, and directly training selected post-accession officers as appropriate.

- Provide continued support and full implementation of the Navy's Foreign Area Officer (FAO) Program and optimizing the Personnel Exchange Program (PEP) consistent with the expanding relationships with emerging partners.

- Coordinate these objectives with the Defense Language and National Security Education Office, the Joint Staff, other Services, DoD Agencies, and the Combatant Commanders, as appropriate, to avoid duplication of effort and promote joint and combined operations.[98]

In 2010, the U.S. Naval War College conducted a Capabilities Based Competency Assessment (CBCA), developed in conjunction with the U.S. Fleet Forces Command (USFFC) to determine manpower requirements for Maritime Operations Centers (MOC). The goals of this assessment were to determine education requirements by linking manpower requirements directly to mission essential tasks and roles required to be performed. More than 1,800 surveys were conducted, based on job holders, skills, abilities, and competencies required. This assessment did not start with Organizational Charts but was a process-based analysis. The study included a specific LREC questionnaire to assess the needs and requirements for LRC knowledge. All information

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[98] CNO, "U. S. Navy Language Skills, Regional Expertise and Cultural Awareness Strategy." January 2008, p. 8, 9.

has been collected; however, the completed evaluation and data analysis is not yet complete. Initial observations include:

- Each LREC requirement was mapped to one or more of 241 MOC roles.

- Each LREC requirement directly related to a mission essential task.

- There were very few requirements for languages for MOC staff members.

- Language requirements were usually listed only for Intel/Assessment roles.

- Roles usually came with relatively low level of importance.

- Regional and cultural awareness competence was universally expressed as "very important" to "extremely important" across most competencies and roles (average 4.2 on a 5.0 scale).

- Collected data on "gap" between competency required and obtained were not analyzed.

Next steps for LRC analysis from CBCA data include a report detailing "by role" and "by competency" based requirements, "gap" analysis, a training and education course assessment survey and a study of the current course inventory with regard to scale of ability to meet MOC role requirements.[99]

C. Air Force

Top-level direction for infusing LRC in the Air Force is provided by the Air Force Culture, Region & Language Flight Plan. Signed by the CSAF and published in May 2009, the Flight Plan "provides authoritative guidance for the development of plans and programs to build cross-cultural capability in support of national security objective … [It] represents our framework for implementing relevant National Security and National Defense strategies via Air Force programs."[100] The Flight Plan will be implemented through an Air Force Instruction (AFI) currently under development.

Strategic-level policy, guidance, and programming oversight is provided by the Air Force Senior Language Authority (SLA), Director, Air Force Language, Region and Culture Program Office (A1DG), Directorate of Force Development (AF/A1D), Deputy Chief of Staff for Manpower and Personnel. The Office of the Secretary of the Air Force (SAF) receives regular updates on Air Force LRC policy development and execution. SAF/IA (the International Affairs Office, whose Desk Officers are country experts,

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[99] 2 September IDA visit to USNWC and conversations with Bill Spain, Associate Provost, and Dr. Rich Suttie who headed the study.

[100] CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 2.

provide oversight of security assistance programs and the like) is a primary customer for regional experts and manages their development.

The Air Force Language, Region and Culture Executive Steering Committee (ESC) provides a forum for overarching coordination and decision-making. Established by the Director, AF Directorate of Force Development in 2006, the ESC meets quarterly and has the stated mission to guide and synchronize all AF activities in the LRC realm.

In order to help coordinate the various aspects of the SLA's portfolio and to assist in oversight of LRC-related programs and resolution of issues, the current Air Force SLA[101] has established four "Action Panels:"

- AF Language Action Panel (AFLAP), established in 2009

- AF Region and Culture Action Panel (AFRCAP), inaugural meeting August 2010

- Research, Development, Test & Evaluation (RDT&E) Action Panel, established September 2010

- AF Integration Panel, established at the November 2010 ESC

The Air Force Culture and Language Center (AFCLC) at Air University provides the conceptual expertise and operational-level synchronization of LRC issues and activities. Formed in December 2007, the AFCLC is unique among the four Services as it essentially provides "one-stop shopping" for LRC-issues throughout the Air Force. The AFCLC oversees and coordinates all aspects of culture, regional, and language education and training in all AF PME institutions and all officer and enlisted accession programs (with the exception of the programs and activities at the Air Force Academy, with which the AFCLC interacts and coordinates).[102] Its stated mission is to "synchronize cross-cultural competence across the continuum of learning for the Total Force by:

1. Defining, implementing and coordinating cultural, regional and foreign language education for officers, enlisted and civilian personnel via residential and distance learning.

2. Delivering, supporting and validating training in support of expeditionary operations, exercises, exchange programs and overseas permanent changes of station.

3. Supporting Headquarters Air Force in developing policy, plans and programs.

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[101] Mr Don Get, who was serving as the AF SLA when IDA conducted this research, has since deployed to Iraq. Ms Barbara "BJ" Barger took over as AF SLA in December 2010.

[102] The AFCLC is also responsible for the LRC aspects of 'Expeditionary Skills Training" (EST).

4. Conducting, commissioning and directing research."[103]

The Air University Quality Enhancement Plan (QEP) serves as the primary vehicle by which the Air Force has infused cultural learning in PME. The QEP is a 5-year (2009-2014) effort to increase the presence of cross-cultural learning across its curricula by developing and assessing "Cross-Cultural Competence" (3C) across the continuum of education. Initially, the QEP focused primarily on six Air Force schools: Senior NCO Academy (SNCOA), Squadron Officer College (SOC), Air Command and Staff College (ACSC), Air War College (AWC), Officer Accession: Officer Training School (OTS), and Community College of the Air Force (CCAF). In 2010, the QEP expanded to include the Noncommissioned Officer Academy (NCOA) and International Officer School (IOS).

Four learning outcomes illustrate the direction of the QEP's education effort:

1. Foundational knowledge (declarative) of culture-general ideas and principles.

2. Skills (procedural) necessary to work effectively in cross-cultural contexts.

3. Positive attitudes toward cultural differences that predispose learners to effective learning and action.

4. Ability to apply culture-general learning effectively in specific cultural contexts. [104]

Changes to the curriculum at the CCAF, OTS, and SOC were initiated for Academic Year (AY) 2009-2010. These three programs were selected for the initial effort because they allowed the QEP "to address the largest segment of Air University's student body possible, fill a significant gap in the curriculum for students who will greatly benefit from enhanced cross-cultural competence in the near term, and lastly, lay the groundwork for their career-long learning on this critical topic."[105] Curricular changes encompassing varying degrees of cross-cultural learning at the SNCOA, ACSC, and the AWC were rolled out for AY 2011-2012 and are to be fully implemented by AY 2012-2013.[106]

For the Air Force, LRC is a key enabler for Building Partnerships, an Air Force Core Function. The concept of "Cross-Cultural Competence" (3C) provides the foundation of the Air Force approach. In the Flight Plan, 3C is defined as "the ability to quickly and accurately comprehend, then appropriately and effectively act, in a culturally complex environment to achieve the desired effect."[107]

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[103] AFCLC brochure titled "AFCLC US Air Force Culture and Language Center."

[104] Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen," p. 17.

[105] Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen," p. 21.

[106] Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen," p. 21.

[107] CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 21.

The Air Force's overarching philosophy is summed up in the following statement from the Flight Plan: "The dynamic global environment has made Cross-Cultural Competence a critical and necessary capability for the Total Force… it is imperative that we tailor our cultural, regional, and language competency development to maximize our efforts and meet Air Force and Joint requirements informed by National guidance."[108]

For the general purpose forces, the Air Force tends to emphasize culture over region and language in its educational approach. The Commander of Air University succinctly enunciated the reason for this emphasis in educational programs: "10 years from now we may not need tons of Dari and Pashto speakers, but we will need culturally attuned Airmen!"[109] At the September 2010 ESC, the Air Force SLA also explained the emphasis as the foundation for all Airmen: "Culture General and 3C is a key component of the Air Force program! …dollar for dollar, bang for the buck, we're doing more as we see this as a better return for the Air Force, DoD and the U.S. Government than an overly strong focus on language – you mispronounce something and you get laughed at, you break a culture taboo, you get killed."[110]

The interrelationship between culture, region, and language is depicted in Figure 5-1. Culture, region, and language are distinct areas of learning, yet they are closely interrelated. In the diagram, the pure yellow area corresponds to the culture-general foundation of the Air Force approach.
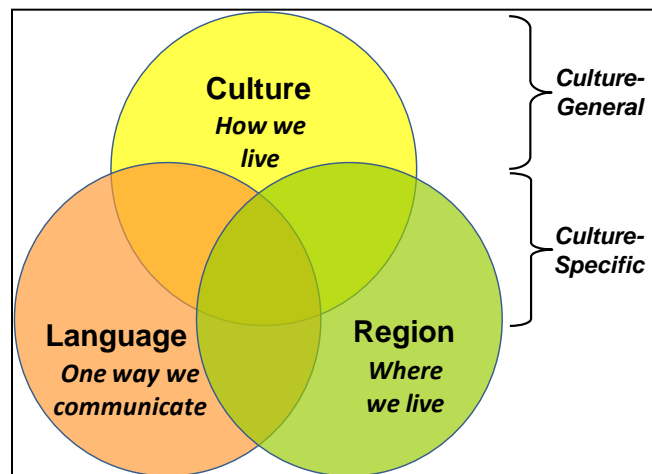
Source: AFCLC presentation to "SAF/IA Building Partnerships Conference. 27 May 10", slide 5

Figure 5-1. The Interrelationship between Culture, Region, and Language

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[108] CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 2.

[109] Lt Gen Allen Peck's comment made during the "Educational Program Review Board for QEP" held at Maxwell AFB, AL, 29 July 2010.

[110] From introductory remarks by Mr. Don Get at the Sep 2010 ESC meeting.

The Air Force perspective is that all Airmen require a basic understanding of general cultural concepts as well as ways to gather, analyze, and make decisions about available information, while some will need additional knowledge about the culture, language, and other aspects of a specific region. To accomplish this, the Air Force "segments the force structure based on their needs, and then develops Airmen in a systematic fashion (as shown in Figure 5-2.)[111]
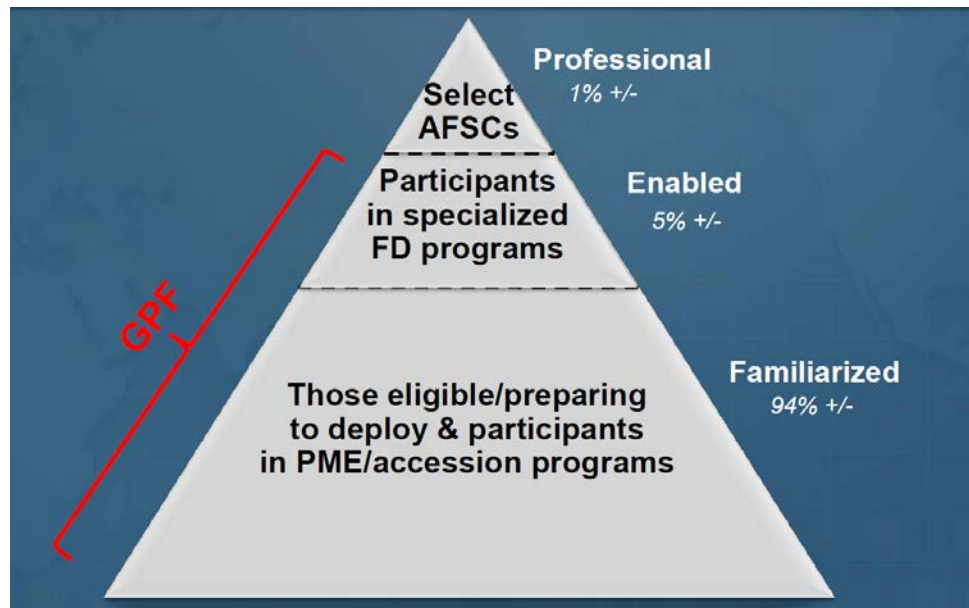
Source: Discussions with Dr. Brian R. Selmeski and his presentation, "Developing a Cross-Culturally Competent Force: 7 lessons learned by USAF," TCC Culture Summit IV, 20 April 2010

Figure 5-2. AFCLC Recommended LRC Developmental Tracks

The general paradigm also is summarized in the Flight Plan for foreign language learning as follows:[112]

All Airmen: A total force infused with cross-cultural competence (3C).

Foreign Language Professional: Career language professionals (officer and enlisted) with demonstrated, sustained language skills, intrinsic to the Air Force specialty and mission set.

Foreign Language Enabled: Total force Airmen with appropriate and timely language ability development to meet tactical mission requirements.

Developing Leaders: Deliberately develop cross-culturally competent Airmen leaders

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[111] This segmentation of Airmen into thirds (from the "Select AFSCs" [Air Force Specialty Codes] at the top, to the "enabled Airmen," to the GPF Airmen at the bottom) was also discussed in the AFCLC presentation to "SAF/IA Building Partnerships Conference. 27 May 10," slide 7.

[112] CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 6.

"LRC Professional" refers to Airmen in select Air Force Specialty Codes (AFSCs) who are language professionals serving in the Air Force; these individuals are not part of the General Purpose Forces.

"Foreign Language Enabled" refers to a small subset of Airmen, estimated to be 5 to 10 percent, who already possess language abilities. Such Airmen may volunteer for the Language Enabled Airman Program (LEAP). Instituted in October 2009, LEAP's primary goal is the development of a core group of willing and able Airmen across all Air Force specialties and careers with the capability to communicate in one or more of the 26 languages on the Air Force's Strategic Language List. LEAP's selection process identifies a cohort of Airmen with the potential to achieve higher levels of language proficiency. LEAP participants take part in an initial "Language Intensive Training Event (LITE)," which involves "concentrated language instruction." The goal of LITE is to assist the LEAP participants to achieve a 2/2 proficiency on the ILR scale. LEAP also emphasizes language sustainment. Participants are provided with regular opportunities to sustain and enhance their language skills throughout their career. Such opportunities will include distance learning, e-mentoring, and "language booster shots" (more intense periods of study) at regular intervals, including during in-residence PME attendance.[113]

LEAP is currently targeting only officers; plans are to include enlisted personnel in the near future and then civilian and Reserve Component personnel. The first selection board, held in February 2010, targeted college juniors (both ROTC and AFA); 192 of 202 applicants were selected to receive training in 18 languages. Due to attrition and pruning, only 153 of the original 192 accepted remain. The second selection board, held in September 2010, was open to both college students (ROTC and AFA) and Active Duty officers with less than 11 years in service. One-hundred sixty-four current officers and 96 cadets were accepted into the program during the September board in more than 29 different languages.[114] This expansion was due to the realization that many potentially good candidates were "missed" because the program simply didn't exist when they came into the Air Force.

Air University faculty members developed an academic model of 3C for the Air Force that guides LRC education. Its components include:

1. A body of culture-general knowledge. This provides the intellectual scaffolding necessary for students to learn about specific cultural contexts they encounter.

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[113] Mr. Jay Warwick, AFCLC Deputy Director & Director, Language Training Department at the Sep 2010 ESC meeting.

[114] Lt Col Paul Valenzuela, Deputy Director, Air Force Language, Region and Culture Program Office at the Sep 2010 ESC meeting.

2. Cross-cultural skills. Communicating, negotiating and relating effectively with culturally distinct individuals is essential to Airmen's success on operations.

3. Positive attitudes. Openness to learning and acceptance of cultural differences provide the gateway to acquiring cultural knowledge and enacting cultural skills.

4. Application. Culture-general learning has been found to be more effective and enduring when linked to learning about, and experiences with, specific cultures. The QEP must therefore provide Airmen with the ability and opportunities (i.e., exercises, simulations, research/writing assignments, etc.) to apply culture-general knowledge and skills in particular cultural contexts. [115]

The AFCLC clearly differentiates between *education* and *training* when discussing the various aspects and activities associated with culture, language, and region. As explained by the AFCLC's Deputy Director for Plans and Policies, *training* is about preparing people for situations where they are expected to conduct known tasks in response to specific conditions and standards. *Education*, on the other hand, is about preparing people for situations of ambiguity and uncertainty where conditions and standards are non-standard. [116] This is a very important distinction that guides the overall USAF approach to LRC issues – because *"most cross-cultural challenges require educationally-enabled rather than training-derived responses."* [117] That being said, AFCLC members emphasize that they seek the greatest return on investment by synchronizing complementary training and education programs across Airmen's entire careers.

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[115] Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen," p. 5.

[116] Telephone interview with Dr. Brian Selmeski, Deputy Director, Plans and Policies, AFCLC, 1 Jul 2010. The distinction between education and training is clearly spelled out in the Officer PME instruction. Education is a process that "conveys general bodies of knowledge and develops habits of mind applicable to a broad spectrum of endeavors … [It is] largely defined through the cognitive domain and fosters breadth of view, diverse perspectives and critical analysis, abstract reasoning, comfort with ambiguity and uncertainty and innovative thinking, particularly with respect to complex, non-linear problems." In contrast, Training "focuses largely through the psychomotor domain on the instruction of personnel to enhance their capacity to perform specific functions and tasks." CJCSI 1800.01D, Officer Professional Military Education Program (OPMEP), 15 July 2009, p. A-1. 3 c. Training and education are not mutually exclusive. Virtually all military schools and professional development programs include elements of both education and training in their academic programs. (OPMEP*)*, p. A-2)

This distinction is also made in the Enlisted Professional Military Education Program (EPMEP)

[117] Quality Enhancement Plan, p. 49. [Emphasis in original]. The QEP also states on page 3: "…training alone is inadequate for Air University's students to succeed in their professional lives. This is particularly true in circumstances of "cultural complexity" – such as those generated by coalition expeditionary operations."

One of the larger hurdles after educating/training personnel is monitoring and tracking their careers to ensure development and utilization. Because it is such a new program, there is no history to determine what effect it will have on careers, especially in regard to the inherent tension between the continuing training requirements of one's primary AFSC and the demands of the program, as well as between the needs of one's primary career field and the potential deployment in a position that is specifically designed to utilize and take advantage of one's background. At the June 2010 CORONA Conference, A1DG received approval to set up a "Building Partnership Force Development Team" (DT) to monitor the influence of program involvement on careers. Until that DT is fully operational, the AFCLC (in addition to the primary AFSC career managers) is tracking to some extent experiential events in an attempt to fill personnel positions requiring LRC more efficiently and effectively. Recently, senior Air Force officials modified the officer selection brief (OSB) to include the addition of a foreign language section. The foreign language section will capture the Interagency Language Roundtable (ILR) proficiency results as demonstrated on the Defense Language Proficiency Test. Air Force senior leadership is currently discussing whether to put culture, regional, and especially language capabilities on the officer selection brief.[118]

In regard to Air Force accessions programs, the Flight Plan provides specific direction under Goal 2, Task 2-2, to incorporate LRC learning: "CRL programs within the United States Air Force Academy (USAFA) and Air Force Reserve Officer Training Corps (AFROTC) will be integrated and synchronized across academic year, and training and education programs. Basic Military Training will also be infused with 3C content. 3C will be developed in AFROTC and Officer Training School (OTS) in accordance with the Air University (AU) Strategic Plan and Quality Enhancement Plan (QEP)."[119]   LRC content in the ROTC, Junior ROTC and OTS curriculum is built by the AU Holm Center and is mandatory for every program. Every attempt is made to try to make sure the OTS and ROTC programs are comparable; the military aspects of the curriculum are coordinated with the USAFA on a frequent basis.[120]

The Air Force approach to culture includes both a general and a specific connotation. Culture-general connotes broadly transferable learning (general principles and categories of behavior and ideals) that can be of use anywhere. Culture specific focuses on specific manifestations of behavior and ideals by individuals in a particular time, place and context. The purpose of culture-general learning in the Air Force is "to

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[118]   Interview with Lt Col Paul Valenzuela, Deputy Director, Air Force Language, Region and Culture Program Office, 24 May 2010 and with Mr. Jay Warwick, AFCLC Deputy Director & Director, Language Training Department; Maxwell AFB, AL, 28 July 2010.

[119]   CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 9.

[120]   Interview with Mr. J.C. Mann, Col, USAF (ret), Deputy Registrar, AFROTC, 29 July 10.

develop Airmen who can operate effectively in culturally complex environments by exerting positive influence on themselves, their teams, partners, local inhabitants and adversaries. They must be able to do this (at their particular developmental level), with no particular expertise in a specific culture, region, or language."[121]   The Air Force emphasizes culture general education for the majority of Airmen because it is more transferable, durable, and sustainable. In keeping with the 'triangle' in Figure 5-2, all personnel receive some amount of general culture education; selected personnel receive region specific. The AF approach also reflects the way the Service deploys and operates: in small teams assembled from multiple locations on short notice for less time than ground units but to more sites around the world.

The Flight Plan provides the following specific direction regarding cultural education: To deliberately target Airmen, 3C will be synchronized across functional requirements and throughout accessions, PME and expeditionary skills training.   In addition, the AF program will develop Airmen leaders who are cross-culturally competent Airmen-Statesmen (see career-progression model in Figure 5-3).
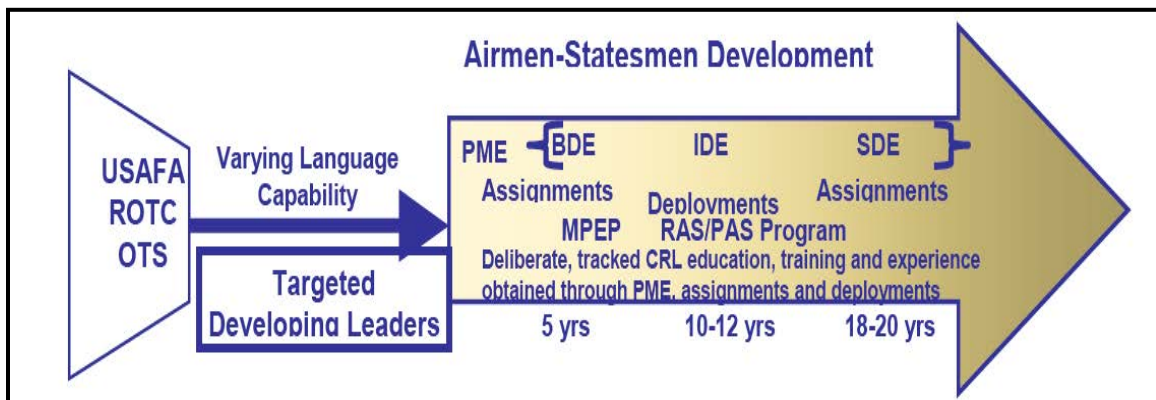
Source: CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 7

Figure 5-3. USAF Career Progression Model

In keeping with its overall LRC philosophy, foreign language learning opportunities are available for nearly all AF personnel. All deploying personnel receive "expeditionary skills" language training as part of their predeployment preparation.   All officers, sometime in their career, will be afforded the opportunity to receive, at minimum, familiarization training. Approximately 8 to 10 percent of the officer corps receives language training to at least the 2/2 level. The Air Force feels it is difficult for a person to achieve upper levels of cultural and regional expertise without having related language skills at the 2-3 level. Therefore, in-depth language training (outside select career fields

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[121]   Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen," p. 15.

such as crypto-linguists) is provided for selected personnel, such as the so-called "Foreign Language Professional" (described in the section above).

The purpose of Air Force PME is "to help airmen acquire the management and leadership skills they will need to be successful at each step of their careers."[122] Air Force PME encompasses three officer and four enlisted resident and non-resident programs, all under the direct purview of Air University.[123] The Flight Plan provides specific direction under Goal 2, Task 2-2, to incorporate LRC learning in PME: "CRL will be infused and maintained in officer and enlisted PME from post accessions through senior leader colleges, appropriate to the PME and range in levels from basic through advanced in accordance with the Air University (AU) Strategic Plan and Quality Enhancement Plan (QEP)."[124]

Officer PME students receive language "familiarization" training. There are three primary reasons for this. First, from the Air Force perspective, language familiarization contributes to the officer concept of a "global officer." The Air Force recognizes at some point in a career, an officer will work in a setting in which culture and language are key to success – language familiarization sets the stage for advanced communication. Second, the Air Force sees language familiarization as being about a thought process – there is an intrinsic value in learning language as a process. In fact, AFCLC personnel believe officers benefit perhaps more from the *process* of the language familiarization training than the actual language *content* of the training. Third, and more pragmatically, the DLIFLC estimates it requires about 400 hours simply to get a normal student to ILR 0+ (longer for the more difficult languages) – there simply is not enough time available in the curriculum to provide meaningful language training. Resident officer students at AWC and ACSC receive 30 hours of familiarization training, a number determined to be a reasonable (i.e., acceptable and affordable from the student's perspective) amount of time to add to the student's day.[125]

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[122] From: http://www.airforcetimes.com/careers/pme/ONLINE.AFT.OFFICERPME/ (downloaded 9 Sep 10).

[123] As stated in AFI36-2301 *Developmental Education*, 16 July 2010, p. 5: AF PME institutions are: Air and Space Basic Course (ASBC), Squadron Officer School (SOS), Air Command and Staff College (ACSC), Air War College (AWC), Airman Leadership School (ALS), Noncommissioned Officer Academy (NCOA), Air Force Senior Noncommissioned Officer Academy (AFSNCOA) and the CMSgt Leadership Course (CLC). Also considered PME institutions (but not under AF purview) are: Service and Foreign Command and Staff Colleges, Joint Forces Staff College, Service and Foreign War Colleges, and the National Defense University (NDU).

[124] CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 9.

[125] The preceding discussion was summarized from an interview with Mr. Jay Warwick, AFCLC Deputy Director and Director, Language Training Department; LTC Brian Smith, Deputy Director, Language Training Department and Mr. Rob Milterson, DLIFLC Liaison at Maxwell AFB, AL, 28 July 2010. The interviewees also stated an ancillary goal of familiarization training for officer students is to create a culture in which senior leaders would be favorably inclined to language; the hope is that after doing a

There is currently no institutionalized capability for students to build on an existing language ability they may have through PME language familiarization; however, this may change as LEAP becomes institutionalized. The goal, as envisioned by the AFCLC, is for AU to be able not only to provide language familiarization, but also to make available for students the opportunity for language sustainment.[126]

D. Marine Corps

Broadly speaking, the Marine Corps has embraced the concepts of language, culture, and regional expertise in its PME curricula, but the Corps has done so with unique interpretations of both cross-cultural competency and language proficiency.

The Marine Corps has a legacy of recognizing the importance of LRC skills and the key role they play in its primary mission: small-scale irregular and expeditionary warfare. In 1936, the Marine Corps first published its *Small Wars Manual*, distilling the lessons learned from a century and a half of expeditionary and stability operations worldwide; between 1800 and 1934, the Marines landed troops in 180 various operations in 37 different countries.[127] The manual defined "small wars" – said to "represent the normal and frequent operations of the Marine Corps" – as those "operations…wherein military force is combined with diplomatic pressure in the internal or external affairs of another state whose government is unstable, inadequate, or unsatisfactory for the preservation of life and of such interests as are determined by the foreign policy of our Nation."[128] Moreover, the manual described contacts with civilian governments and local inhabitants as "one of the dominating factors in the establishment of the mission in small war situations," and indicated that success in such operations required "that all ranks be familiar with the language, the geography, and the political, social, and

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familiarization course, they would be more inclined to have their people learn a language. In other words, "You want them to want language training." The theory is, if language study is a positive experience at PME, commanders will be more inclined to have subordinates learn a language. Because the senior officers (including non-commissioned officers) themselves are interested in language learning, they will provide opportunities for the younger Airmen, and ideally won't give their personnel "a hard time" for doing language training rather than some other training. Another rationale driving the 30-hour course length is that, according to DLIFLC, 30 hours is the minimal time for self-starting to be possible (in terms of the necessary foundation upon which a self-starting stage of language learning could build).

[126] Ibid. The majority of LEAP participants are expected to come into the AF with only rudimentary skills in a language. According to the CLC, the AF would be very well served if officers were able to participate in a structured program in terms of language instruction after commissioning and throughout their career. The underlying thought process behind this concept is: "As I, as a Captain, Major, Lt Col, etc., revisit Air University, why not use the PME process to advance further in whatever language I can speak?"

[127] U.S. Marine Corps, *Small Wars Manual*, FMFRP 12-15 (Washington, DC: USGPO, 1940): section 1-1, p. 2.

[128] U.S. Marine Corps, *Small Wars Manual*, FMFRP 12-15, section 1-1, p.1.

economic factors involved in the country in which they are operating."[129] The Marines expanded on this tradition with their Combined Action Platoons (CAPs) approach to counterinsurgency during the Vietnam War, an approach in opposition to the dominant Army counterinsurgency strategy for much of that conflict.[130] The years following Vietnam have seen Marine units deployed to "small wars" in such places as Beirut, Panama, Grenada, Liberia, Somalia, Haiti, Afghanistan, and Iraq. Indeed, for most of its history, preparation for and engagement in large-scale conflicts has been more an aberration for the Marine Corps, while small wars have been the rule.

This tradition of small wars continues up to the present, as the Marines define one of their two "core missions" to be crisis response operations, which can range from humanitarian operations up to small wars as defined in the 1940 manual.[131] In fact, according to a Marine Corps publication, the Marines use the term *small wars* rather than *counterinsurgency (COIN), Irregular Warfare (IW),* "or some other term du jour" in order to remind the Marines and others "that we've [the Marines] excelled at these complex missions for a long time."[132] And the Corps' senior leadership clearly understands that language skills and cultural knowledge are important elements to winning such wars. In 2005, General Michael Hagee, as the 33rd Marine Corps Commandant, wrote that the Marine Corps fights "across the spectrum of conflict," but the Corps' "future will be characterized by irregular wars" in which Marines will be trained and educated "to exploit the advantages of cultural understanding."[133] Elsewhere, General Hagee commented: "A better understanding of the people we are trying to help and the people we are fighting – their culture, what they think is unimportant, what they think is important – will help us."[134]

Official Marine Corps strategy and planning documents reinforce this view of LRC. The Corps' Vision & Strategy 2025 document, published in 2008, again acknowledged the importance of regional expertise and cultural knowledge for future Marine operations.[135] It is officially seen as directing "the Marine Corps to focus efforts on

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[129] U.S. Marine Corps, *Small Wars Manual*, FMFRP 12-15, p. 41.

[130] For more see, Andrew F. Krepinevich, Jr., The Army and Vietnam (Baltimore, MD: The Johns Hopkins University Press, 1986): 172-77.

[131] The other core mission is ensuring littoral access; see Combat Development Command, U.S. Marine Corps, *Marine Corps Operating Concept*, 3rd ed. (Quantico, VA: MCCDC, June 2010): 9-11.

[132] Marine Corps Operating Concept, p. 11, fn. 7.

[133] General M.W. Hagee, "33rd Commandant of the Marine Corps Updated Guidance (The 21st Century Marine Corps – Creating Stability in an Unstable World," MARADMIN No. 018/05, 18 April 2005.

[134] Staff Sgt. Cindey Fisher, "Commandant's Vision Focuses on Marines, Extends Corps' Capabilities for Future Conflicts," *Henderson Hall News*, 12 May 2005, www.dcmilitary.com/dcmilitary_archives/stories/051205/34869-1.shtml.

[135] U.S. Marine Corps, *Marine Corps Vision & Strategy 2025* (Washington, DC: Headquarters, U.S. Marine Corps, 2008).

enhancing current culture and language education and training programs to create Marines who are regionally focused and a Corps that is globally prepared."[136] The most recent Marine Corps Service Campaign Plan, which lays out the Commandant's overarching vision for the Marines over the period 2009-2015, calls for assigning Marine units to specific geographic regions in order to "focus training and cultural awareness."[137] The newest version of the Marines doctrinal publication *The Marine Corps Planning Process* emphasizes the importance of incorporating local cultural factors in the planning process and calls for incorporating a "green" cell into the planning process, whose purpose "is to consider the [local] population in order to promote a better understanding of the environment and the problem."[138]

The Marine Corps Language, Regional and Culture Strategy: 2010-2015[139] describes how the Marine will develop the requisite LRC skills through the career-long Regional, Culture, and Language Familiarization (RCLF) Program. The goal of this program, currently being developed and implemented, is to develop "cross-culturally competent Service members with diverse regional understanding and language capacity to ensure that the Corps has assets within each unit to assist in operational planning and execution in all operationally significant regions of the world."[140] The program takes a "block approach" to learning, with skills and knowledge imparted in each block increasing in complexity as a Marine advances through the ranks; officers are assigned five blocks and enlisted personnel six based on rank (see Figure 5-4).[141] The program blocks, which are designed to complement PME curricula, are tied to the Culture Training and Readiness Manual.[142] For the Marines, cross-cultural competency consists of three areas of knowledge: culture general, culture specific, and language familiarization.

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[136] U.S. Marine Corps, "Marine Corps Regional, Culture, and Language Familiarization (RCLF) Concept Plan," draft, September 2010, p. 4.

[137] U.S. Marine Corps, "Marine Corps Service Campaign Plan (MCSCP) 2009-2015," MARADMIN Active No 003/10, 4 January 2010; Zachary M. Peterson, "Marine Campaign Plan Calls for Forces Focused on Geographic Regions," *Inside the Navy*, 28 December 2009; and U.S. Marine Corps, National Plans Branch, Strategy & Plans Division, Plans, Policies & Operations, "Marine Corps Service Campaign Plan (MCSCP) 2009-2015," Briefing, (no date).
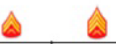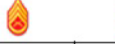
[138] U.S. Marine Corps, *Marine Corps Planning Process*, MCWP 5-1 (Washington, DC: Headquarters U.S. Marine Corps, August 2010): p. 2-6.

[139] Marine Corps Language, Regional and Culture Strategy: 2010-2015 was still in draft at the time this report was written.

[140] U.S. Marine Corps, *U.S. Marine Corps Concepts & Programs 2010* (Washington, DC: Headquarters, U.S. Marine Corps, 2010).

[141] U.S. Marine Corps, "Implementation of the Regional, Culture, and Language Familiarization Program Officer Block II via MarineNet," MARADMIN Active No. 468/10, 18 August 2010.

[142] U.S. Marine Corps, "Marine Corps Regional, Culture, and Language Familiarization (RCLF) Concept Plan," draft, September 2010, p. 6.

	BLOCKS	1 & 2	3	4 & 5	4 & 5	
	PME Level	Primary	Career - CLS	Intermediate - ILS	Senior - TLS	GO/Flag
Cross Cultural Competence (PME and other resources)		MOS focus Culture 101 CBT Video Readings	Distance and Resident Or Sister Service Course Readings Videos Other materials TBD	Distance and Resident Or Sister Service or approved foreign course Readings Videos Other materials TBD	Senior Level College, National Defense Univ., Approved Foreign Senior Level Readings Videos Other materials TBD	Seminars and symposiums

	BLOCKS	1	2	3	4	5	6	
	PME Level	Introductory	Primary		Intermediate		Senior	Senior Executive
Cross Cultural Competence (PME and other resources)		Depot Training Culture Orientation / Culture 101 CBT and video	Corporals' Course	Sergeants' Course	Career Course	SNCO Advanced Course Scenario based	Master Sergeants: Regional Seminar / First Sergeants: First Sergeant Course	SgtMaj Symposium Regional Symposia Senior Enlist Course
			"Leading Marines" MCI					

Source: Brigadier General Ed Davis, "Center for Advanced Operational Culture Learning," briefing, 10 May 2010.

Figure 5-4. RCLF Block Approach

The goal of culture general education and training is to provide a Marine with an operationally relevant tool or a set skills to enable him to "understand any culture and population, and to recognize and respond with an awareness of the foreign culture during all aspects of Marine operations."[143] The Marine Corps has developed a methodology, termed "Operational Culture," for understanding the operationally relevant aspects of culture and for including these elements in the planning process. In brief, Operational Culture is defined as "those aspects of culture that influence the outcome of a military operation; conversely, the military actions that influence the culture of an area of operations."[144] The methodology assesses a local culture along five dimensions: the environment, belief systems, political structures, social structures, and the economy (see

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[143] Operational Culture General Course MTT-Program of Instruction, draft, quoted in U.S. Marine Corps, "Marine Corps Regional, Culture, and Language Familiarization (RCLF) Concept Plan," draft, September 2010, p. 5.

[144] Barak A. Salmoni and Paula Holmes-Eber, *Operational Culture for the Warfighter* (Quantico, VA; Marine Corps University Press): 15.

Figure 5-5).[145] The goal behind the Marine Corps' version of "culture general" is to increase operational effectiveness on the battlefield rather than merely enhance cultural "sensitivity" (understanding a culture's "dos and don'ts").[146]
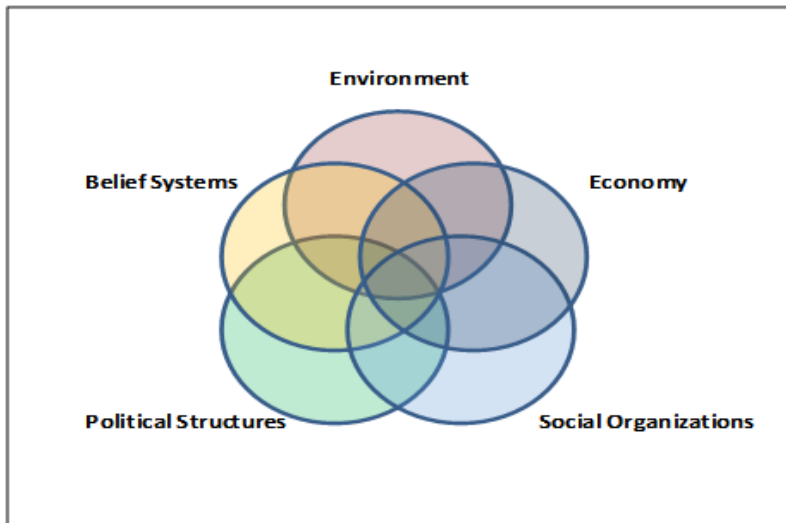
Source: Brigadier General Ed Davis, "Center for Advanced Operational Culture Learning," briefing, 10 May 2010.

Figure 5-5. Five Dimensions of Operational Culture

In addition to the capability to employ the Operational Culture toolkit to local cultures around the globe, Marines are expected to acquire regional proficiency in one of 17 regions around the globe (see Table 5-3). Second Lieutenants (O-1), beginning in mid-2010, are assigned to one of these regions upon completion of The Basic School, which they are expected to study for the duration of their careers; similar assignments for Sergeants (E-5) are expected to begin in the spring of 2011. The depth and complexity of regional knowledge required of a Marine increases with rank. The eventual goal is to have at least one or two Marines in every unit knowledgeable about any region to which that unit may deploy.[147]

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[145] Barak A. Salmoni and Paula Holmes-Eber, *Operational Culture for the Warfighter* (Quantico, VA; Marine Corps University Press): 51-52.

[146] Interview with George Dallas and other CAOCL Staff, 12 May 2010.

[147] James K. Sanborn, "Corps to Have Mandatory Cultural Training," *Marine Corps Times*, 13 December 2010, www.marinecorpstimes.com/news/2010/09/marine-new-mandatory-cultural-training-091310w/

Table 5-3. RCFL Regional Assignments

Region	Countries Covered
Arabian Gulf	Kuwait, Oman, Qatar, Saudi Arabia, United Arab Emirates, Yemen, Iran, Iraq
Balkans	Albania, Bosnia , Herzegovina, Bulgaria, Croatia, Greece, Macedonia, Montenegro, Romania, Serbia, Slovenia, Kosovo
Central Africa	Burundi, The Central African Republic (CAR), Rwanda, Cameroon, The Democratic Republic of the Congo (DRC), Gabon, The Republic of the Congo
Central Asia	Mongolia, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan, Afghanistan
Eastern African	Kenya, Tanzania, Uganda, Somalia, Horn of Africa, Djibouti, Eritrea, Ethiopia, Sudan
The Levant	Israel, Lebanon, Syria, Turkey, Jordan
Mexico, Central America, & Caribbean	Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama, The Bahamas, Cuba, Dominican Republic, Haiti, Jamaica, Trinidad, Tobago, Mexico
North Africa	Algeria, Egypt, Libya, Morocco, Tunisia, Western Sahara, Sudan, Sinai Peninsula
North East Asia	PRC, Mongolia, North Korea, South Korea, Japan, Taiwan, ROC, Russian Far East
The Sahel	Libya, Nigeria, Sudan, Chad, Mali, Niger
Southern Africa	Angola, Botswana, Comoros, Lesotho, Malawi, Madagascar, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Zambia, Zimbabwe
Southeast Asia	Cambodia, Laos, Myanmar, Thailand, Vietnam, Brunei, East Timor, Indonesia, Malaysia, Papua New Guinea, Philippines, Singapore, Solomon Islands, Borneo
South America	Colombia, Venezuela, Ecuador, Peru, Bolivia, Chile, Argentina, Uruguay, Paraguay, Brazil, Guyana, Suriname, French Guiana, Falkland Islands
South Asia	India, Pakistan, Nepal, Bangladesh, Sri Lanka
The Transcaucasus	Armenia, Azerbaijan, Georgia, Russia, Turkey
West Africa	Benin, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Nigeria, Sierra Leone, Senegal, Togo, Mali, Niger, Mauritania, Burkina Faso
West South Asia	Afghanistan, Iran, Pakistan

Source: MarineNet Course Catalog, https://www.marinenet.usmc.mil/marinenet/Courses/Catalog.aspx.

In conjunction with their regional specialty, Marines will be assigned a language associated with that region to which they are expected to acquire and maintain a basic understanding. The goal is not to achieve fluency in a language but simply to acquire tactical language skills consisting of basic phrases necessary to fulfill militarily relevant tasks. Again, like the focus of Operational Culture, the language familiarization focuses on the skills necessary to function in the tactical military environment; the requirements

will differ depending on rank. Tactical language skills are one of four sets of communication skills identified by the Marine Corps in their approach to language instruction for the General Purpose Forces. The other three are non-verbal communications; communicating through interpreters; and an understanding of cultural elements that influence communications, or cross-culture communications skills (see Figure 5-6). The Corps' overall purpose in language instruction is not to "learn a language for the sake of learning a language" but to enable Marines to communicate with foreign populations in order to achieve mission-related objectives, for example, through successful negotiations.
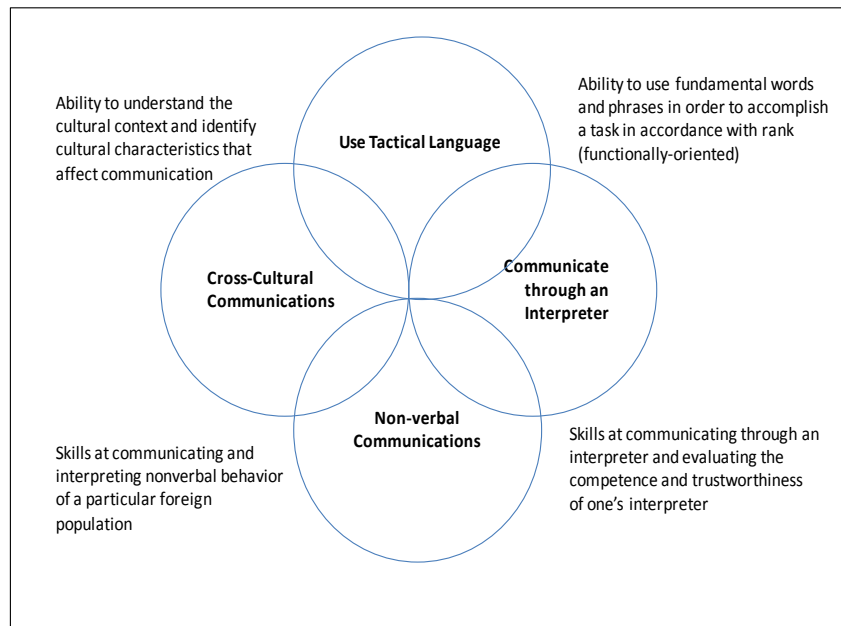
Source: Brigadier General Ed Davis, "Center for Advanced Operational Culture Learning," briefing, 10 May 2010.

Figure 5-6. Four Components of Language Instruction for General Purpose Forces

As of the fall of 2010, the Marine Corps had begun Blocks I and II of the RCLF program for officers only. Block I consists of an introduction to cultural concepts at The Basic School (TBS) and assignment of a career-long region. Block II consists of two computer-based distance learning courses available on MarineNet to be completed by all First and Second Lieutenants: an introductory overview of culture course, known as Culture 101, and a regional course based upon the officer's regional assignment. Each of the regional courses contains 12 modules, all of which must be completed by the student, and ends with a 100-question exam. Once enrolled, students have three years to complete the regional course.[148] Table 5-4 depicts an example of the curriculum for one region.

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[148] U.S. Marine Corps, "Implementation of the Regional, Culture, and Language Familiarization Program Officer Block II via MarineNet," MARADMIN Active No. 468/10, 18 August 2010.

Table 5-4. Arabian Gulf Region Curriculum Description

Module	Description
1	An introduction to Operational Culture for the micro-region; subjects covered in this module are Physical Geography, Human Geography, History
2	An introduction to Operational Culture for the micro-region; subjects covered in this module are Economic Geography and Political History
3	An introduction to Operational Culture for the micro-region; subjects covered in this module are Religion I, Social Networks, and Communication Skills I
4	An introduction to Operational Culture for the micro-region; subjects covered in this module are Religion II, Local Political Structure, Communication Skills II, and Military Culture
5	An introduction to Operational Culture for the micro-region; subjects covered in this module are Cultural and Social Norms, Gender, Family Dynamics and Police
6	An introduction to Operational Culture for the micro-region; subjects covered in this module are Urban Geography, Vehicles and Transportation, and Infrastructure
7	An introduction to Operational Culture for the micro-region; subjects covered in this module are Social Events and Group Dynamics, Social Attitudes Toward Power and Authority Building Trust and Relationships
8	An introduction to Operational Culture for the micro-region; subjects covered in this module are Concepts of Medicine, Diet, Rural and Village Geography
9	An introduction to Operational Culture for the micro-region; Subjects covered in this module are Military Capabilities and Equipment, Concepts of Law, and Concepts of Punishment
10	An introduction to Operational Culture for the micro-region; subjects covered in this module are Regional Geography and Weather, Politics at the Local level, and Local Police and Crime
11	An introduction to Operational Culture for the micro-region; subjects covered in this module are Local and National Relations, National, Local, and Religious Holidays, and Communication Skills III
12	An introduction to Operational Culture for the micro-region; subjects covered in this module are Regional Commodities, Status and Class Concepts, and Past Relations with the United States

Source: MarineNet Course Catalog, Arabian Gulf Micro-Region Curriculum Description, https://www.marinenet.usmc.mil/MarineNet/Courses/Detail.aspx?from=CourseCatalog.

The Marine Corps' PME structure has several characteristics that are advantageous vis-à-vis developing and implementing a well-integrated and coherent culture and language education program. To begin, the Marine Corps PME structure, like the institution it serves, is smaller than that found in the other Services – the entire Marine Corps PMEI leadership can easily fit around a reasonably sized conference table. Second, all Marine Corps training and education are under the control of a single organization, the Corps' Training and Education Command (TECOM). Finally, the vast majority of TECOM and its subordinate organizations are located on the Marine base in Quantico, Virginia, including TECOM headquarters; Training Command headquarters and several of its subordinate institutions (including the Officer Candidate School and The Basic School); Education Command/Marine Corps University and its associated officer PME institutions; all of the Corps' PME curriculum developers; the Center for Distance Education and Training; and the Corps' culture and language organization, the

Center of Advanced Operational and Culture Learning (CAOCL). Among the TECOM subordinate commands discussed in this report that are not at Quantico are the two Recruit Depots, one in San Diego, California, and in Parris Island, South Carolina.

Marine Corps University (MCU), the Corps' proponent for all professional military education, both officer and enlisted, is responsible for the development of officer and enlisted PME curricula, resident and non-resident (now known as distance education). Located on the MCU campus are the four officer PME institutions: the Expeditionary Warfare School, Command and Staff College, the School of Advanced Warfare, and the Marine Corps War College. MCU's Enlisted PME Branch develops curricula for enlisted Marines throughout their careers, both through Distance Education and residency at one of six Staff Noncommissioned Officer Academies located on the MCU campuses at Quantico, Twentynine Palms and Camp Pendleton in California, Camp Lejeune in North Carolina, the Marine Corps Base in Hawaii, and the Marine Corps Base in Okinawa.

In addition to the individual schools' and branch efforts discussed later in this report, MCU conducts additional LRC-related activities. For example, the University sponsors a variety of seminar and mini-lecture series that provide additional cultural exposure and education to MCU students. Transcripts and audio/video recordings of the series are uploaded to the MCU website. In addition, attendance is encourage beyond the MCU faculty and students, drawing in participants from other Services stationed throughout the Washington area, civilian government employees, and civilian academics and students. Among the topics covered during these series in 2010 were stability on the Korean peninsula, the people of Afghanistan, the geopolitics of Al-Qaeda, and Iran. Participation among MCU students is encouraged and for some schools (such as the War College) is required; most series are oversubscribed.[149]

Finally, MCU has developed the Marine Corps Officer PME Continuum, which identifies the skills and knowledge in five key learning areas that it expects from officers upon graduation from each of three levels of MCU PME institution: the Expeditionary Warfare School, the Command and Staff College, and the Marine Corps War College. Essentially, this effort is a first cut at identifying what kinds of officers should be produced from the MCU school system. One of the five learning areas examined in the continuum is Regional and Cultural Studies, which focuses on the international environment in a broad context through the study of foreign cultures in terms of contemporary security challenges."[150] Table 5-5 describes the Regional and Cultural Studies skills and knowledge expected from the curricula of each of the three schools.

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[149] Interview with Dr. Jerre W. Wilson, Vice President for Academic Affairs, MCU and other MCU staff/faculty, 25 August 2010.

[150] U.S. Marine Corps University, *Marine Corps Officer Professional Military Education Continuum* (Quantico, VA: Marine Corps University Press, March 2010): 13.

Table 5-5. Regional and Cultural Studies Graduate Capabilities by MCU School

School Curriculum	Output/Capability
Expeditionary Warfare School	Produce tactical plans in support of expeditionary operations that incorporate considerations of cultural factors
	Discuss the impact of cultural factors on the conduct of military operations
Command and Staff College	Evaluate the nature of insurgency and terrorism and the methods for combating them
	Assess the impact of cultural issues throughout the planning and execution of military operations
	Analyze the impact of culture in relation to confronting contemporary security challenges
	Negotiate in a cross-cultural environment
	Discuss the ethical and legal dimensions of warfighting leadership in a cross-cultural environment
Marine Corps War College	Evaluate the risks and opportunities inherent in the relationships between the U.S. and foreign countries and their impact on the U.S. policy
	Analyze causes of regional instability and conflict including an assessment of foreign military capabilities and intentions
	Analyze the impact of U.S. forces on key regions of the world

Sources: U.S. Marine Corps University, *Marine Corps Officer Professional Military Education Continuum* (Quantico, VA: Marine Corps University Press, March 2010): 17, 21 &, 25.

The College of Distance Education and Training (CDET, formerly the College of Continuing Education) is assigned "the mission to design develop, deliver, evaluate, manage, and resource distance learning products and programs across the Marine Corps training and education continuum."[151] CDET's courses are made available to Marines worldwide through the MarineNet on-line network. CDET works with CAOCL to develop the Culture 101 course and the Regional Curricula associated with the RCLF program. CDET supports the Expeditionary Warfare School Distance Education Program (EWSDEP) and the Command and Staff College Distance Education Program (CSCDEP). Though the curricula of these two programs were developed in conjunction with MCU and both can be taken in lieu of attendance at the MCU schools, the courses and content differ substantially from those found at the equivalent MCU school. Both appear to have somewhat less culture content than their MCU equivalents. The on-line course description of the seven courses taught as part of the EWSDEP makes no explicit mention of culture, but one course teaches the Marine Corps Planning Process, which –

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[151] College of Distance Education and Training website, www.tecom.usmc.mil/cdet/, accessed 15 December 2010.

as mentioned above – now contains a culture component.[152] Of the eight courses taught as part of the CSCDEP, five explicitly mention culture or cultural awareness in their on-line course descriptions, often as part of the course objectives. Unlike the resident CSC program (see below), however, the CSCDEP curriculum has no region or country-specific course electives.[153]

The CAOCL is the central Marine Corps agency for operational culture and language familiarization. CAOCL's mission is to ensure that "Marines are equipped with operationally relevant regional, culture, and language knowledge to allow them to plan and operate successfully in the joint and combined expeditionary environment" anywhere in the world.[154] It assists other Marine Corps education and training organizations, such as the MCU schools and CDET, develop culture content for various curricula. Several CAOCL staff have joint appointments on the MCU faculty. CAOCL also administers and evaluates the RCLF program.[155]

All the PME courses and programs – resident and distance learning – require student testing and grades. All the resident courses at MCU provide student surveys and feedback at the end of course. Other surveys are sent out to graduates and commanding officers of graduates to get feedback on how well their education has prepared them for return to the field.   At the end of each term, Course Content Review Boards are conducted to enable instructors to evaluate the success or failure of particular course sessions based upon student and faculty input as well as MCU-approved assessment measures. Changes are made to courses from year to year. Every two years, each school presents their curriculum to the MCU Curriculum Review Boards to evaluate the continued relevancy of curriculum elements, to ensure integration and coordination of the curricula with Marine PME policy, coverage of learning outcomes, and assessment measures. Finally, schools accredited by outside agencies – the War College, the Command and Staff College, and the School of Advanced Warfighting – must undertake

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[152] College of Distance Education and Training, Officer Professional Military Education, Expeditionary Warfare School Distance Education Program website, www.tecom.usmc.mil/cdet/ews.asp, accessed 15 December 2010.

[153] College of Distance Education and Training, Officer Professional Military Education, Command and Staff College Distance Education Program website, www.tecom.usmc.mil/cdet/csc.asp, accessed 15 December 2010.

[154] Center for Advanced Operational Culture Learning, "Center for Advanced Operational Culture Learning," pamphlet (no date).

[155] U.S. Marine Corps, "Marine Corps Regional, Culture, and Language Familiarization (RCLF) Concept Plan," draft, September 2010, p. 11.

periodic reviews by these agencies to ensure continued maintenance of their accreditation.[156]

E. Conclusion

We began this discussion of the Services' approaches to LRC with the Army. Although they established the first Service Culture Center, the Army faced some delays both with the release of their formal LRC strategy and with the implementation of that strategy in the form of an execution order. Next we discussed the Navy. Although the Navy was the first Service to promulgate a formal LRC-related strategy and the "LREC" acronym is attributed to their efforts, it remains the Service that to date has least emphasized LRC in their PME. Thirdly, we described the efforts of the Air Force related to LRC. In 2009, the Air Force released the Air Force Culture, Region & Language Flight Plan. The "one-stop shopping" aspect of the Air Force Culture and Language Center at Air University, combined with organizational structures that steer their efforts, have resulted in a coherent and, in relative terms, uniformly supported approach to LRC. Finally, although the Marine Corps Language, Regional and Culture Strategy: 2010-2015 had yet to be signed and released in its final form as we concluded our research, the Marine Corps has a long history of having LRC-related mission needs. As with the Air Force's Air University, Quantico affords the Marines the relative luxury of having most of the PME-related entities in one geographic location. If one also takes into account their small size and more limited mission set, it is perhaps unsurprising that the Marines have a coherent, integrated approach to "Operational Culture," regional and language familiarization.

The next section focuses on Officer and Joint PME, starting with top tier of military education and finishing up with Company-grade level PME. Throughout this next chapter, we will discuss the extent to which the Services have implemented their respective LRC strategies and detail examples of LRC courses and programs.

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[156] Interview with Dr. Jerre W. Wilson and other MCU faculty/staff, 25 August 2010; and Major General Melvin Spiese, "Statement by Major General (sel) Melvin Spiese, Commanding General Training and Education Command Before the Oversight & Investigations Subcommittee, House Armed Services Committee," U.S. House of Representatives, 1st sess, 111th Cong., 28 July 2009, p. 15-16.

6.   Officer Professional Military Education

This chapter focuses on the infusion of LRC into Officer and Joint PME. We begin with a brief overview of JPME and the role of the Chairman of the Joint Chiefs of Staff (CJCS) and the Joint Education and Doctrine Division. Starting with the top tier of military education, we discuss the extent to which JPME reflects CJCS guidance regarding LRC, then work our way down through the hierarchy of educational activities, finishing with Company-grade level PME. At each level we address the extent to which the Services have implemented their LRC strategies, providing examples of courses and programs offered at each school.

A. Joint PME (JPME)

Within the Department of Defense, Joint Professional Military Education (JPME) requirements are dictated by the Chairman of the Joint Chiefs of Staff (CJCS) who outlines joint learning areas and objectives, couching the desired level of educational achievement using Bloom's taxonomy.[157] These joint learning areas and objectives are expressed in broad terms, and it is up to the faculty within the various JPME institutions to develop the specific curriculum satisfying those requirements.

Within JPME, the focus is on education, e.g., how to think, with particular emphasis on how to think jointly. Every 6 years – sooner as circumstances may dictate – the CJCS accredits the delivery of joint education to established standards. The "Process for the Accreditation of Joint Education" (PAJE) is modeled on parallel civilian accreditation practices and includes an institutional self-study and an on-site peer-evaluation led by a General Officer and a senior academic. It should be noted that, beyond being accredited as JPME providers, all 11 JPME schools are also accredited and certified regionally by civilian accreditation bodies to grant graduate degrees.

According to Jerome Lynes, Chief of the Joint Education and Doctrine Division (and thereby the CJCS' principal staff lead for joint education policy and its subsequent execution), the CJCS' educational policy mainstreamed LRC joint learning objectives into the requirements for JPME in 2003-2004, based on "application of judgment informed by experience."[158] The inclusion of LRC content followed a regular discussion

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[157] See CJCS Instruction 1800.01D, Officer Professional Military Education Policy, 15 July 2009.

[158] Jerome M. Lynes, Col, USMC (ret), JCS J7 visit and interview, 26 May 2010. Col Lynes especially referenced his experiences in December 2001- Feb 2002, as a Marine in Afghanistan.

held with the JPME community to discuss the efficacy and applicability of joint curricula content.[159]

LRC content in JPME objectives is principally focused on regional and cultural learning, as these topics can be introduced "from a cold start" at the graduate level of education. Language skills are not, however, specific joint education objectives; the justification is that time spent on language skills for staff and war college students broadly needs to be sustainment of language skills previously established in the student.

Since the inclusion of the LRC joint objectives into the CJCS education policy, JPME schools and programs consistently have met the stated objectives for LRC-related content in their programs.

Lynes was clear that the Joint Staff "thinks culture and regional awareness are relevant" and "need to be included" in JPME; however, he expressed the view that not everyone needs the same amount of LRC. Special Forces, for example, need deeper, more narrowly focused LRC knowledge than General Purpose Forces (GPF). His rationale was that GPF are deployable worldwide; thus it is difficult to identify what specific language or regional expertise they need to know. In that regard, the GPF benefits from a cultural compass and cultural terrain appreciation. They need background and context in order to appreciate culture and the detailed regional information is more relevant in the predeployment setting. The JPME school system should lay the intellectual foundation for both culture and regional awareness, and the focus should be worldwide, not just in the current areas of operations.[160]

B. General Officer/Flag Officer Level

The top tier of military education is provided by the PINNACLE course, a biannual one-week course designed for two- and three- star General Officers and Flag Officers (GO/FOs), along with a small number of selected civilians.[161] "The course is conducted through classroom interactive seminars guided by retired three- and four-star and equivalent interagency senior mentors, reinforced by video teleconferences with

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[159] The Joint Staff J7 regularly organizes meetings among the various JPME providers in an effort to ensure that the content of joint curricula is cogent, that gaps in curricula do not arise, and to facilitate exchanges between the various institutions. The Joint Staff J7 commented that the inclusion of LRC into JPME objectives followed this path.

[160] Col Lynes, JCS J7 visit and interview, 26 May 2010.

[161] This brief overview focuses on CAPSTONE and PINNACLE. The Joint Functional Component Commander Courses and the Joint Flag Officer Warfighting Course are other GO/FO JPME sources, also attended by a select few individuals. Their fairly specific focus on building and commanding the Joint/Combined Force and their relatively short length provides little opportunity for more than a cursory look at broad CRL-related topics.

commanders in the field and high-level guest speakers."[162] PINNACLE builds on the foundation provided by the course that precedes it, CAPSTONE.

Newly selected GO/FOs attend the CAPSTONE course. Taught at National Defense University (NDU), its primary purpose is to "prepare senior officers of the U.S. Armed Forces for high-level joint, interagency, intergovernmental, and multinational responsibilities." All officers selected for promotion to GO/FO must attend CAPSTONE within approximately two years after confirmation of selection to O-7.[163] The 6-week curriculum is oriented primarily toward national security strategy and joint operational art. One of its Learning Areas, "Geo-Strategic Concepts," relates to LRC education and expects graduates to be able to "synthesize the major social, cultural, political, economic, military, technological, and historical issues in selected states and regions."[164]

Built into the 6-week curriculum, CAPSTONE features 2 weeks of "Overseas Field Studies." The class of Fellows is divided into three groups, with trip assignments designated by their Service GO/FO management offices. During this 2-week period, participants take part in extensive travel, interacting in "executive sessions with national-level U.S. and foreign military leaders, U.S. ambassadors and their country teams, foreign government officials and field commanders," providing CAPSTONE Fellows with "a first-hand opportunity to discuss the day's current issues."[165] Although it must be noted that the cultural and regional components of these trips are more of a byproduct than by design, given CAPSTONE's emphasis on strategic considerations in Joint Interagency Intergovernmental Multinational (JIIM) there are obvious connections to broad LRC-related issues and objectives.

CAPSTONE's emphasis on JIIM is also prominent in the prerequisite read-aheads that include "Insights on Joint Operations," "Joint Operating Environment (JOE)," "Capstone Concept for Joint Operations (CCJO),"[166] and a "Case Studies Book." The

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[162] "About PINNACLE" http://www.ndu.edu/pinnacle/; National Defense University Operation and Maintenance, Defense-Wide Fiscal Year (FY) 2011 Budget Estimates, p. 587; see also National Defense University 2009 Annual Report, p. 20 http://www.ndu.edu/info/2009%20NDU%20ANNUAL%20REPORT_FINAL%20(Rev%20March%20 2010)%20-%20for%20Web.pdf

[163] CJCSI 1800.01D, Officer Professional Military Education Program (OPMEP), 15 July 2009, p. A-A-5-6; Headquarters, Department of the Army, Army Regulation 350–1, Training, Army Training and Leader Development, Washington, DC, 18 December 2009 also describes CAPSTONE

[164] Ibid. p. E-K-2.

[165] CAPSTONE Overview, http://www.ndu.edu/CAPSTONE/index.cfm?secID=362&pageID=128&type=section

[166] GEN (ret) Gary Luck, "Insights on Joint Operations," Joint Warfighting Center, United States Joint Forces Command, July 2008, http://www.ndu.edu/capstone/docUploaded/Insights%20on%20Joint%20Operations.pdf ; Capstone Concept for Joint Operations Version 3.0, 15 January 2009, http://www.ndu.edu/capstone/docUploaded/CCJO.pdf

"Case Studies Book" focuses on Afghanistan and Haiti, with selected readings from key leaders on strategic considerations, multinational missions, and lessons learned. In the section on Haiti, one of the readings is Lieutenant General Ken Keen's "Foreign Disaster Response: Joint Task Force – Haiti Observations (Draft 18 June [2010])." This reading expressly calls out the value of LRC. According to Lieutenant General Keen, "Leaders and troops were in constant contact with Haitians in their assigned area of operations. They worked to understand the culture. Possessing 'Creole' speakers at the platoon level ensured they could communicate effectively in the predominant language of the people on the street."[167]

PINNACLE and CAPSTONE both have been undergoing review. Whether the concern is that there is a relative paucity of formal educational opportunities for GO/FO,[168] or whether it is the need to maintain a more rapid incorporation of lessons learned from the latest operations into the curriculum than is presently possible,[169] there appear to be shifts under consideration for the top-level Joint military education.[170]

A recent relevant development in the area of General Officer education is the Air Force Culture and Language Center (AFCLC) General Officer Pre-deployment Acculturation Course (GOPAC), which is part of the Air University's General Officer education program at the LeMay Center.[171] AFCLC developed GOPAC in response to a formal request from General Stanley McChrystal concerning Brigadier General Jerry Martinez, who was going to assume the position of Deputy Commander, Political-Military Affairs, Combined Security Transition Command, Afghanistan, U.S. Central Command, Kabul, Afghanistan. General McChrystal's request to the Chief of Staff of the Air Force was that "significant language and culture instruction" be made available to

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[167] Lieutenant General Ken Keen, "Foreign Disaster Response: Joint Task Force —Haiti Observations (Draft 18 June)." CAPSTONE, The Case Study Book. p. 142, http://www.ndu.edu/capstone/docUploaded/Case%20Studies%20Book.pdf

[168] House Armed Services Subcommittee on Oversight and Investigations, "Another Crossroads? Professional Military Education Two Decades After the Goldwater-Nichols Act and the Skelton Panel," April 2010, http://democrats.armedservices.house.gov/index.cfm/files/serve?File_id=d4748d4a-b358-49d7-8c9a-aa0ba6f581a6, pp. 61-62

[169] Statement of General James N. Mattis, USMC Commander, United States Joint Forces Command Before the House Armed Services Committee, March 18, 2009, Posted by SWJ Editors on March 24, 2009 9:58 PM, http://smallwarsjournal.com/blog/2009/03/general-james-mattis-before-th/

[170] It can only be assumed that the new Capstone Concept for Joint Operations Activity Concepts (Version 1.0, 8 November 2010) will be included in CAPSTONE/PINNACLE activities; if this assumption is true, it will mean a significant uptick in the LRC-related content. This document suggests that given current operating environments, cultural capabilities are essential regardless of the type of mission. http://www.dtic.mil/futurejointwarfare/concepts/ccjo_activityv1.pdf

[171] Scott Knuteson, Air University Public Affairs, "Crucial training prepares flag officers for deployment," 1/13/2011 Inside AF.mil, http://www.af.mil/news/story.asp?id=123238266

Brigadier General Martinez. From November 2009 to early 2011, twelve General Officers and senior executives have attended GOPAC.

The AFCLC has received guidance from Air University to develop GOPAC into a proactive educational program, regularly available to groups of GO/FOs. The AFCLC provides the cultural content, drawing on the DLIFLC for language elements of the program. At the time of the writing of this report, several courses of action are under consideration regarding the length, course size, and relative mixture of and depth of culture and language content.[172]

C. Senior Service and Senior-level Schools

Officer PME at the senior Service and senior-level Schools is targeted at the O-5 or O-6 level. The Service and senior-level Schools (the Service War Colleges, National War College (NWC), and Industrial College of the Armed Forces (ICAF)) focus on JIIM and strategic leadership. These focus areas are also reflected in the student population of these colleges; each of these senior educational institutions features a broad mix of officers from every Service, as well as foreign officers. NDU JPME schools also feature senior civilians within the student body.

1. National War College

The NWC, as with its analog the ICAF, is part of the National Defense University (NDU). NDU is under the direction, control, and authority of the CJCS and, in accordance with CJCS Instruction 1800.1D of 15 July 2009, the composition of the NWC faculty and student body and the curriculum are managed to ensure satisfaction of CJCS-mandated Phase II Joint Professional Military Education requirements. The NWC mission is to provide "a single-phase JPME curriculum that reflects the distinct educational focus and joint character of its mission. NWC's JPME curriculum focuses on national security strategy – the art and science of developing, applying, and coordinating the instruments of national power to achieve objectives contributing to national security."[173]

LRC is infused during the students' 10-month experience at NWC via several avenues including a 2-week overseas trip to at least two countries of national security consequence (e.g., China, Turkey) and regional security study electives.[174] NWC voluntarily infused LRC into its elective curriculum and is working to add an LRC focus

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[172] Based on conversations with Dr. Brian Selmeski.

[173] *OPMEP* p. A-A-8.

[174] Interview and visit with Dr. Kamal Beyoghlow, Chair of the Cultural and Regional Studies Program, NWC, 18 Oct 2010; Dr. Kamal Beyoghlow, "New Culture and Regional Studies Department at NWC." N.d.

to other core courses. According to NWC's Dr. Kamal Beyoghlow, the institution's infusion of LRC was organic and not the result of directives. In fact, he suggested that if there had been an external directive, they would likely not have had the same success. Beginning in about 2005, a large number of NWC students who had been deployed to Iraq and Afghanistan returned with an interest in the culture/language of these countries and the region and voiced a desire to have cultural/language content at NWC. In response to these students' interests, NWC started the Arabic Cultural Literacy Program (ACLP). NWC also convened a task force to examine the desired interest and how to infuse culture and language into the NWC program. The result was placing the emphasis on having a culture/language program that is constructive for the students and responsive to their interests with an interagency and interdisciplinary approach.

ACLP, a shared program with ICAF, is taught by a contractor who had been at the Foreign Service Institute (FSI) and now works at a private contracting firm. The contractor teacher is from Sudan and brings his background into the program, expanding on the scope of the ACLP program with his own experiences. The focus of ACLP is approximately two-thirds language and one-third culture, again reflecting stated student interest. There is no other regional focus at NWC similar to the Arabic Cultural Literacy Program. Other than Arabic taught in ACLP, no languages are offered.

In June 2010, NWC established the Culture and Regional Studies Program (CRSP), chaired by Beyoghlow, as an independent, third academic department of the NWC. The CRSP was stood up as a result of Secretary of Defense Gates's guidance on integrating culture into PME, the interest of the students, and the positive overall response to NWC's other LRC initiatives.

Cross Cultural Competence (3C) is a fundamental part of the NWC approach to critical thinking. NWC emphasizes the connection between regional issues and cultural perspectives: if you are learning about a country, you have to understand the regional context in order to have a sense of the dynamics. Given that NWC students are senior and serious about their careers, they are asked to think about, write, and discuss whether they are culturally prepared to deal with complex issues and in these complex settings.

Core Course 6700 is generally regarded as the high point of the students' academic year. The course focuses on regional national security policies and is highlighted by the students taking one of 22 field trips offered. Trips average 10 days in length. Course 6700 trips to the Middle East generally have eight or nine students; the groups going to China are typically larger, with 22 members being the average size. There is a high ratio of faculty to students such as four faculty members for a China trip. There are efforts to get 6700 integrated into CRSP, with cultural variables infused throughout the 6700 trips, including the preparation and post-trip reflection. Beyoghlow incorporates what he called systematic reflections, a strategy to reflect on the experience.

NWC also capitalizes on Foreign Officer Professional Military Education (FPME) as a cross-cultural opportunity. In the 2010-2011 academic year, Beyoghlow served as the academic advisor to three FPME students and encourages professors to use the talent of FPME in seminars, providing FPME with opportunities to be active engaged and lead seminars.

2. Industrial College of the Armed Forces (ICAF)

ICAF's view of culture is that it is not just about a nation's or an ethnic group's culture, but rather it includes the interagency, military, civilians, and industry. In that way, ICAF offers a rich cultural diversity both in its curriculum, as well as in its student body. Similar to the other war colleges, a typical seminar includes 16 students from an array of services, as well as one foreign military student. The faculty is also diverse, with a mixture of active duty military, representatives from various government agencies, and academic staff.[175]

ICAF's Industry Study program provides an opportunity for its students to explore "regional and industrial cultural differences here in the U.S. as well as overseas." The trips, termed Industrial Field Studies, tend to be very involved, fast paced, and focused on industrial features. "While culture is not the primary objective of these studies, it is a powerful collateral benefit and something that the faculty emphasizes." There are 21 industry studies, and every year in late May, the entire ICAF student body goes overseas for 2 weeks. In 2010, ICAF's "international field studies included groups in Asia, Europe, Africa, and South America, giving a nearly global coverage […] every inhabited continent except Australia."[176] Each industry study group is accompanied on the trip by three faculty members.

Prior to the International Field Studies, ICAF holds a Cultural Awareness Event that emphasizes the strategic value of cross-cultural awareness.[177] This multi-day activity features speakers discussing a range of conceptual aspects of cultural and regional issues, as well as practical subjects (such as how to comport yourself in a foreign culture), and a cultural diversity panel, with religious leaders talking about their differences. Also built into the Cultural Awareness Event is the administration of a cultural assessment test that ICAF uses as a teaching tool. Initially, as part of the Cultural Awareness Event, ICAF administered the Intercultural Development Inventory (IDI) to ICAF students. In 2010,

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[175] ICAF Site visit and interviews with Dr. Steve Randolph, Jeanne Vargo, Sylvia Babus, Feza Koprucu, 1 Sep 2010

[176] Quotes drawn from an e-mail from Dr. Steve Randolph, 14 January 2011.

[177] "Thinkers and Practitioners: Do Senior Professional Military Education Schools Produce Strategists" Statement of Rear Admiral Garry E. Hall, Testimony, HASC O&I Subcommittee Hearing, Thinkers and Practitioners, June 4 2009.

ICAF administered the Intercultural Readiness Check (IRC), which, according to its website gauges, "Intercultural Sensitivity," "Building Commitment," "Intercultural Communication," and "Managing Uncertainty."[178] According to ICAF's IDI/IRC administrator, IRC is more constructive than IDI and is more useful as a teaching tool because it provides feedback and suggestions, in addition to scores.[179]

ICAF's elective course offerings now contain LRC content and options. One prominent example is the shared program with NWC, Arabic Cultural Literacy Program, which is available to ICAF students, earning them two elective credits. Another new addition to the course offerings is Militant Islamist Ideology.[180] ICAF also has Regional Studies courses consisting of 10 sessions, each 2 hours. These seminars cover 18 or 19 regions, with the world's oceans constituting one region; although the particular focus and emphasis varies by course, they do include culture and cultural issues.

In order to address language needs, ICAF started a partnership with Defense Language Institute Foreign Language School (DLIFLC.) At present, language offerings include Arabic and Chinese; 8 students per class; 12 sessions in the fall. The classes are offered at lunch time, totaling 24 hours of language training, providing familiarization only. DLIFLC gears the course to what ICAF specifies, usually a 50/50 mix of language and culture. Rosetta Stone is also available, although ICAF staff indicated that many active duty military members do not know that Rosetta Stone is available to them. ICAF staff suggested that there is room for improvement regarding availability of various language tools for Service members.

ICAF's efforts to address the need for cultural and regional awareness and understanding, an issue garnering significant senior leader attention at ICAF, has been evidenced in the changes to their curriculum and in their guidance to faculty.

3. Army War College (AWC)

The Army War College is the senior school in the Army PME system. It is a 10-month graduate-level program, conferring a regionally accredited Master of Strategic Studies degree and a JPME Phase II certification on graduates of its resident program (graduates of the Distance Education Program (DEP) receive a JPME Phase I certification). The school's mission is to prepare its graduates "for responsibilities of strategic leadership in a joint, interagency, intergovernmental, and multinational

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[178] Intercultural Readiness Check website, http://www.ibinet.nl/irc2/index.php?lrv=v

[179] ICAF Site visit and interviews with Dr. Steve Randolph, Jeanne Vargo, Sylvia Babus, Feza Koprucu, 1 Sep 2010

[180] Militant Islamist Ideology is taught by Youssef Aboul-Enein, author of *Militant Islamist Ideology*, Naval Institute Press (June 15, 2010)

environment."[181] The focus of instruction throughout the curriculum is on the policy and strategic level.

The College is composed of five departments, three of which – the Department of National Security and Strategy; the Department of Military Strategy, Planning, and Operations; and the Department of Command, Leadership, and Management – develop curricula and provide seminar instruction to the students. A fourth department, the Department of Distance Education, provides the War College's DEP instruction. The fifth department, the Department of Academic Affairs, coordinates curriculum development and other key activities within the College. Several centers and institutes fall under the authority of the War College, including the Strategic Studies Institute and the U.S. Army Peacekeeping and Stability Operations Institute.[182] In addition to other activities, these centers provide instruction material, teachers, and elective courses to the War College.

The academic year 2011 class consisted of 337 students, of whom 198 were Army officers, 32 Air Force officers, 17 Marine Corps officers, 15 Navy officers, and 2 Coast Guard officers; all of them were either Lieutenant Colonels or Colonels. In addition, the class included 23 civilian government employees from DoD, DIA, Department of the Army, Department of State, USAID, the Veteran's Administration, and the Department of Homeland Security. Finally, as in previous years, the class included 50 foreign students, or International Fellows.[183] The number of International Fellows allowed per class will increase to 80 in 2013.[184]

The curriculum consists of six core courses: Strategic Thinking, Strategic Leadership, Defense Enterprise Management, the Theory of War and Strategy, National Security Policy and Strategy, and Theater Strategy and Campaigning. A 7-day Strategic Decision Making Exercise takes place during the spring term, and the program ends with a one-week National Security Seminar with outside civilian guest speakers. The students also are required to undertake an independent Strategy Research Project. Finally, each student is required to choose five electives, one of which must be a Regional Studies elective. Six Regional Studies courses are offered and cover overlapping areas of the world: Africa (sub-Saharan), the Americas (North and South America), Asia (East and

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[181] U.S. Army War College, *U.S. Army War College Curriculum Catalogue* (Carlisle, PA: U.S. Army War College, 2010): 4.

[182] U.S. Army War College, *U.S. Army War College Curriculum Catalogue* (Carlisle, PA: U.S. Army War College, 2010): 39-43.

[183] Data on class composition from Staff Sgt. Corey Baltos, "Opening Ceremony Starts Year for Class of '11," Army War College Community Banner, 6 August 2010, www.carlisle.army.mil/banner/article.cfm?id=1557.

[184] Interview with Dr. William Johnsen, Dean of Academics, U.S. Army War College, 23 September 2010.

South Asia), Europe (Western and Eastern Europe), Eurasia (Russia, Caspian/Black Sea and Inner Asia), and the Middle East (including North Africa).[185]

In terms of the systematic infusion of cultural content into its curriculum, the War College appears far ahead of most of the Army's other PME institutions. Although it accepts input from TRADOC (and a Culture and Language Advisor has been assigned to the College beginning in the summer of 2010), the War College derives its requirements and learning objectives from OPMEP guidance.[186] Most of its cultural efforts appear to have been undertaken independently of the rest of Service's PME institutions and policies.

The Army War College began revising its curriculum as early as 2006 to place a greater emphasis on culture. As a result, lessons on culture have been inserted into courses throughout the curriculum. For instance, the Strategic Leadership course now includes discussions on organizational culture, while focusing on cross-cultural competency and the requirements for leadership in interagency and multination environments.[187] The course also includes a 4-hour negotiation lesson which emphasizes cultural elements.[188] In other cases, older lessons have been redrawn to highlight cultural content.

The Theory of War and Strategy (TWS) course, for example, has long had lessons on various military thinkers, such as Clausewitz or Sun Tzu, but now these lessons are used to gain insight in the Western or Asian cultures. Indeed, culture is found throughout the TWS course; for example, a lesson on the Rules of War includes discussion of "Holy Wars" and various religious cultures, while a lesson on Mao's theory of guerilla war includes a discussion of the historical and cultural context of its development.[189] Cultural components also are found throughout various classroom exercises; the National Security Policy and Strategy capstone exercise has a cultural component, and the series of

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[185] U.S. Army War College, *U.S. Army War College Curriculum Catalogue* (Carlisle, PA: U.S. Army War College, 2010): 19-24.

[186] Interview with Dr. William Johnsen, Dean of Academics, U.S. Army War College, 23 September 2010.

[187] Interviews with Department of Command, Leadership, and Management faculty, U.S. Army War College, 23 September 2010; and U.S. Army War College, *U.S. Army War College Curriculum Catalogue* (Carlisle, PA: U.S. Army War College, 2010): 20.

[188] Interviews with Department of Command, Leadership, and Management faculty, U.S. Army War College, 23 September 2010.

[189] Interviews with Department of National Security and Strategy faculty, U.S. Army War College, 23 September 2010.

exercises conducted as part of the Strategic Decision Making Exercise all have cultural elements.[190]

In addition to the Regional Studies Electives, many of the other electives offered by the various institutes and departments have cultural components; in academic year 2011, such courses included World Religions in Strategic Context and Terrorism in the 21st Century – Religious and Ideological Violence.[191] And a special AF-Pak studies course has been offered for several years. Rounding the cultural opportunities, the International Fellows program, a course-sponsored trip to the United Nations, and lectures and seminars by outside experts presented on campus throughout the academic year allow the students to be introduced to different cultures and cultural topics.

Recognizing the importance of culture at the policy and strategic level, the Army War College faculty has developed, and continually refines, an approach to studying the influence of culture at this level. Known as the Analytical Cultural Framework of Strategy and Policy (ACFSP), the approach is designed to help the students identify what elements of a country's culture drive its "political and strategic action and behavior."[192] Its purpose is to "identify and understand key factors of a nation's culture that can have strategic relevance to the development and execution of United States Policy and Strategy."[193] In essence, this framework provides a means for explicitly adding culture to an activity long conducted by the College – instruction on how to conduct regional and country strategic assessments. ACFSP examines culture along three dimensions:

- Identity: Including both individual and collective, identity is "comprised of race, gender, generation, family, clan, class, ethnicity, tribe, religion, locality, nation and region."[194] These elements determine a country's values and interests which, in turn, become the basis for its policy and strategy.

- Political Culture: Political culture is "defined as the set of values, beliefs, traditions, perceptions, expectations, attitudes, practices, and institutions that a particular society harbors about how the political system and processes should

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[190] Interviews with Department of National Security and Strategy faculty, U.S. Army War College, 23 September 2010.

[191] U.S. Army War College, *U.S.Army War College Curriculum Catalogue* (Carlisle, PA: U.S. Army War College, 2010): 24.

[192] Jiyul Kim, *Cultural Dimensions of Strategy and Policy* (Carlisle, Barracks, PA: Strategic Studies Institute, U.S. Army War College, May 2009): 9.

[193] U.S. Army War College, "The Analytical Cultural Framework for Strategy and Policy (ACFSP) in the Curriculum," Brief to the Academic Planning Committee, 28 January 2010.

[194] Jiyul Kim, *Cultural Dimensions of Strategy and Policy* (Carlisle, Barracks, PA: Strategic Studies Institute, U.S. Army War College, May 2009): 10.

operate and what sort of governmental and economic life should be pursued."[195] In essence, political culture describes how political and economic power is structured within a given society. It may include the political and economic system and institutions, the strategic culture, as well as a society's faith and religion. Political culture enhances an understanding of a country's values and interests as well providing guidance on how policy and strategy is formulated within that country.

- Resilience: Resilience is defined as "the capacity or ability [of a country or society] to resist, adapt, or succumb to external forces."[196] It is designed to provide some understanding of "either the permanence or changeability of the values and interests that determine a particular culture's strategy and policy."[197] Such an understanding could, for example, provide warning signals or, possibly, leverage for U.S. strategic policy.

The ACFSP approach is a key means through which culture is presented and understood throughout the War College curriculum. It is introduced in a one-day lesson provided in the Strategic Thinking course, the first course offered at the start of every academic year, and employed during that course's capstone exercise. It is also used throughout the Theory of War and Strategy course, is employed extensively during the Strategic Decision Making Exercise, and forms the basis for the Regional Studies electives.[198]

The War College is not considered by its administration to be a place for language studies. Nonetheless, access to DLIFLC materials and Rosetta Stone is offered to the limited number of students with language competency who want to maintain their capabilities while at the War College. And, given the requirements for deployment to Iraq, a course on Conversational Arabic is offered, but not for credit.[199]

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[195] Jiyul Kim, *Cultural Dimensions of Strategy and Policy* (Carlisle, Barracks, PA: Strategic Studies Institute, U.S. Army War College, May 2009): 20.

[196] Jiyul Kim, *Cultural Dimensions of Strategy and Policy* (Carlisle, Barracks, PA: Strategic Studies Institute, U.S. Army War College, May 2009): 10.

[197] Jiyul Kim, *Cultural Dimensions of Strategy and Policy* (Carlisle, Barracks, PA: Strategic Studies Institute, U.S. Army War College, May 2009): 23.

[198] Interviews with Department of National Security and Strategy faculty, U.S. Army War College, 23 September 2010.

[199] Interview with Dr. William Johnsen, Dean of Academics, U.S. Army War College, 23 September 2010.

4.   Naval War College (NWC)

The Naval War College's mission is to provide professional military education programs that are current, rigorous, relevant, and accessible to the maximum number of qualified U.S. officers and Navy enlisted personnel, civilian employees of the U.S. Government and non-governmental organizations, and international officers. The curriculum is based upon three core courses of study: Strategy and Policy, National Security Decision Making, and Joint Military Operations.[200]

The Faculty comprises approximately one-third military officers (77 USN Officers, and 33 Joint Officers) and two-thirds civilian instructors (198) for a total of 308. Some of the faculty has significant expertise in LRC-related areas. Previous Foreign Service Officers (FSOs) have had Arabic and Japanese backgrounds. A significant number of the instructors have foreign language/regional experience in areas such as Russia, China, and the Middle East. The school has adjunct faculty members from Georgia and Azerbaijan and conducts significant exchanges with the Regional Centers, the best cooperation being with the EUCOM/Marshall Center.

The student body consists of 300 students in the junior course at the College of Naval Command and Staff (CNC&S), and 217 students in the senior course at the College of Naval Warfare (CNW). They are usually attached to the NWC for 10 months in the degree granting programs such as JPME I or JPME II.[201] Other Resident Programs include the Joint Force Maritime Component Commanders Course, the Senior Enlisted Academy (SEA) (784 Students Annually) and the Maritime Staff Operators Course (MSOC) (400 Students/Year).

In addition to the required courses, students have to participate in the Electives Programs Areas of Study, which consists of three focused courses. The electives classes feature a mix of Junior and senior students, providing a good exchange of ideas. Regional Focus study materials are also available via online/distance education courses.

About 100 USN resident students graduate annually with the qualification "Regional and Cultural Proficiency – CJCS RE Level 3 (minus language)," with focus on Asia, Greater Middle East, Africa, Latin America/WESTHEM and EURASIA. In cases where there is insufficient depth of knowledge within the NWC faculty, such as in the AFRICA curriculum, NWC recruits professors who are regional experts from local universities. There is a program in place to develop NWC in-house experts.

Although no languages are currently taught at NWC due to the specific focus of the college and limited availability of time and resources, NWC is working to establish the ability to provide students with the means to maintain existing language proficiency.

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[200]   USNWC Mission/Vision. Accessed from: http://www.usnwc.edu/About/MissionVision.aspx

[201]   IDA site visit and interviews with NWC faculty 2 September 2010.

NWC does not believe they can effectively teach language in an intermediate or senior level PME/JPME program in-residence. Teaching language as part of these programs incurs high cost of opportunity resulting in a Zero-Sum Game with minimal outcomes in terms of investment of dollars, time, and energy.[202]

Within the Senior Course, National Security Decision Making (NSDM), the focus is on global issues. Case Studies covered during the Capstone course include Lebanon in 1983, factoring in other regional players and covering cultural and regional issues such as religion and leaders, cognitive perspective, culture, and ideology. The Strategy and Warfare Course covers societal resiliency over long duration, such as in China from 1920 to 1970, also focusing on cultural issues and differences in the various means of employing Grand Strategy. The Joint Military Operations course (JMO) is shorter than other courses at 13 weeks versus 17 weeks and brings in outside speakers and specialists. The Capstone topic usually addresses foreign issues, such as implosion of the North Korean regime and associated causes and effects.

Courses also include various Area of Operations (AOR) Seminars. In the CENTCOM seminar, for example, cultural and regional issues are prominent throughout the discussions. Afghanistan related topics have included the cultural differences among the different groups involved, populations, ethnicity, customs and representation in Government.

5. Air War College (AWC)

The Air War College is the senior school in the Air Force PME system; it is a 10-month graduate-level program for approximately 260 Colonels and Lieutenant Colonels. All U.S. students are dually enrolled in the AWC senior-level PME program and the Air University Master of Strategic Studies degree program. The core curriculum consists of four major areas: leadership and ethics, international security studies, national and military strategy, and joint/coalition military operations.[203]

In regard to overall philosophy, the Associate Dean of AWC has stated that the academic leadership of AWC "does not want to treat culture as an appendage to the curriculum." Rather, the intent is to "integrate cross-cultural competence thematically across the College."[204] Current culture-related courses include:

- Negotiation Theory and Application – 2 Semester Hours

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[202] NWC Brief to IDA, IDA site visit and interviews with NWC faculty 2 September 2010.

[203] From: http://www.airforcetimes.com/careers/pme/ONLINE.AFT.OFFICERPME/ (downloaded 9 Sep 10).

[204] Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen", p. 31.

This course allows students to develop skills required to successfully negotiate conflict resolution, treaties between countries, budgets between Services, and memorandums of understanding (MOU) between agencies. It considers cross-cultural factors, time constraints, negotiation styles and strategies, and profiling of involved parties. Topics to be covered include logical analysis, group problem solving, conflict management, and methods of persuasion. This course emphasizes negotiation skills and theory and assumes that students have little knowledge of this subject.[205]

- Cultural Perspectives in Negotiations – 2 Semester Hours

This course allows student to gain the skills required to successfully negotiate conflict resolution, treaties between countries, budgets between Services, and MOUs between agencies. The course examines cross-cultural factors, time constraints, negotiation styles and strategies, and the profiling of involved parties. It covers such topics as logical analysis, group problem solving, conflict management, and methods of persuasion. This course assumes students have basic knowledge in this topic.[206]

Another example of a relevant course is "Navigating Terra Incognita," which focuses on helping students to think strategically and concretely about "culturally complex environments." The number of culture-related electives will further increase in 2011 as the faculty has grown.[207]The AWC has long had a strong regional studies program. The current course is:

- Regional and Cultural Studies – 4 Semester Hours

The Regional and Cultural Studies (RCS) course is an integral part of the curriculum, preparing senior leaders to investigate, analyze, and evaluate a geographic area from a combatant commander's perspective in support of international and national security policies. To meet the challenges of the air and space expeditionary force (AEF), the RCS course provides students the opportunity to evaluate an area of the world where a unified combatant commander must implement the national military strategy in support of U.S. security policy. The RCS course allows students to gain unique perspectives by studying and visiting one of approximately 13 regions. During the third term, students complete 32 classroom hours (16 instructional periods) of focused academic preparation. The regional field study allows students to discuss security policy issues with senior political, military, religious, cultural, and academic leaders. Logistic and administrative preparation and travel

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[205] Air University Catalog Academic Year2009–2010, p. 53.

[206] Air University Catalog Academic Year2009–2010, p. 53.

[207] Based on conversations with Dr. Brian Selmeski.

planning for the regional field research is accomplished throughout the academic year.[208]

The AWC also offers in-residence students 30 hours of familiarization classes in German, Swahili, Arabic, French, Mandarin Chinese, Spanish, Russian and Persian Farsi. Participation was voluntary for the 2010 academic year although previously mandatory. Language instruction is matched as closely as possible with the regional studies trip. Approximately 75 percent (189) of students are in the program. Classroom time generally consists of 10 three-hour sessions, taught by on-site DLIFLC instructors. Enhanced familiarization courses are offered once the prerequisite basic course is completed. These language courses do not count toward the master's degree or AWC graduation requirements. Non-resident students can take a 30-hour Rosetta Stone elective.[209]

6. Marine Corps War College (MCWAR)

The Marine Corps War College is the senior school in the Marine Corps PME system. It is a 10-month graduate-level program, conferring a regionally accredited Master of Strategic Studies degree and a JPME Phase II certification on its graduates. The school's mission is "to educate selected senior officers and civilians for decision-making across the range of military operations in a joint, interagency, and multinational environment."[210]

The academic year 2011 class consisted of 27 Colonels and Lieutenant Colonels, of whom nine were from the U.S. Marine Corps, three were from the U.S. Army, four were from the U.S. Air Force, three were from the U.S. Navy, one was from the U.S. Coast Guard, four were from U.S. civilian federal agencies, and three were military officers from foreign countries (one each from Pakistan, Jordan, and the Philippines).[211] The mix of students provides exposure to other Service, agency, and international cultures.

The faculty includes a State Department Chair, a DIA Chair, a cultural anthropologist, and other regional experts. Prominent State Department personnel are also brought in as guest lecturers. Finally, the college takes advantage of local expertise at such places as the NDU-based Regional Centers for Security Studies (the Center for

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[208] Air University Catalog Academic Year2009–2010, p. 39.

[209] *Air University Catalog Academic Year 2009–2010,* p. 58 and an interview with Mr. Jay Warwick, AFCLC Deputy Director & Director, Language Training Department; LTC Brian Smith, Deputy Director, Language Training Department and Mr. Rob Milterson, DLIFLC Liaison at Maxwell AFB, AL, 28 July 2010.

[210] The Marine Corps War College, "College & Curriculum Overview," briefing 25 August 2010, p. 6.

[211] Note that the Pakistani officer was a Brigadier General; Ibid, p.11.

Hemispheric Defense Studies and the Africa Center for Security Studies), "Think Tanks," and the international diplomatic community through class visits and seminars.

The curriculum consists of five core courses: National Security and Joint Warfare; Economics and National Power; War, Policy and Strategy; Leadership and Ethics; and Regional Studies.[212] The curriculum is completed by an Independent Research Project course resulting in a 30-page paper on a topic of the student's choice. Table 6-1 presents the breakdown of credit and contact hours per course. Elements of culture can be found throughout many of these courses. Overall, the curriculum contains 170 contact hours dedicated to culture and regional studies.[213]

Table 6-1. MCWAR Course Hours

Course	Contact Hours	% Academic Curriculum	Credit (Semester) Hours
National Security & Joint Warfare	238	36	16
Regional Studies	150	22	10
Independent Research Project	90	14	3
War, Policy & Strategy	73	11	5
Leadership & Ethics	63	10	5
Economics & National Power	47	7	3
TOTAL	**661**	**100**	**42**

Source: The Marine Corps War College, "College & Curriculum Overview," briefing 25 August 2010, p. 19; and Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 27-30.

For example, the "National Security and Joint Warfare" course includes an examination of joint and interagency cultures by focusing "on the national security decision-making process, joint warfare, and the role of the military in national security."[214] It begins with an examination of the "American Way of War" and concludes with a capstone exercise emphasizing interagency cooperation. Turning to the international arena, the "Economics and National Power" course includes a discussion of global issues, while the "War, Policy, and Strategy" course includes an examination of

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[212] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 27.

[213] Interview with Col Michael F. Belcher, Director MCWAR, 25 August 2010.

[214] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 28.

warfare in traditional Western, South Asian, Chinese, and Islamic worlds, as well as cross-cultural approaches to counterinsurgency.[215] Among the topics covered in the "Leadership and Ethics" course is cultural awareness, with one of the learning outcomes of the course being the ability of the student to "analyze pertinent cultural contexts in order to operate and communicate effectively across cultural, joint, interagency, and international environments."[216]

The "Regional Studies" course constitutes the bulk of the regional proficiency present in the curriculum. In addition to a discussion of international relations, the course focuses on political, economic, cultural and economic factors in five regions: Asia-Pacific, Europe, Africa, the Middle East and Latin America. The course is designed "to provide a multi-dimensional perspective for a deep analysis of U.S. global interest, regional policy objectives, and the complexities of formulating effective international strategies."[217] A class description of the subject matter taught during the 2011 Academic Year is shown in Table 6-2. The foundation of the course consists of two-week trips overseas to visit regional Combatant Commands, U.S. embassy representatives and foreign personnel. In the academic year 2011, students have a choice of either a trip to China, India, and Indonesia or a trip through Belgium, France, Germany, and Russia.[218]

MCWAR does not provide language instruction to its students. Nonetheless, Rosetta Stone language products are made available to those students interested in self-instruction. The availability of Rosetta Stone can be especially important for those students seeking to maintain language capabilities.

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[215] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 29 and The Marine Corps War College, "College & Curriculum Overview," briefing 25 August 2010, p. 27-29.

[216] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 28; and The Marine Corps War College, "College & Curriculum Overview," briefing 25 August 2010, p. 20.

[217] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 29.

[218] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 28; and The Marine Corps War College, "College & Curriculum Overview," briefing 25 August 2010, p. 40.

Table 6-2. AY11 Regional Studies Course Organization

Contact Hrs	Subject
Block I: Foundation	
1.0	Overview
4.0	Regional Security & the International System
4.0	International Culture
4.0	Strategic Communication
6.0	State Department – Field Trip Preparation
11.0	State Department – Field Trip
4.0	International Organizations, the UN & Global Governance
4.0	Comparative Politics
Block II: The Middle East	
2.0	East of What? – An Introduction to the Middle East Security Situation
2.0	The Arab-Israeli Conflict – Opposing Paradigms of Security & Justice
2.0	Persia: The Delphic Oracle – Croesus or Alexander?
3.0	U.S. Policy in the Middle East
Block III: South Asia	
2.0	Afghanistan: The Crossroads of Three Regions
3.0	The Land of the Pure: Pakistan & Its Place in South Asia
3.0	India
Block IV: Africa	
3.0	The State in Africa: Africa & U.S. Foreign Policy
3.0	U.S. Foreign Policy in Africa
5.5	Africa Day at NDU ACSS
Block V: Latin and Central America	
3.0	Brazil
8.0	Latin American Day at CHDS-NDU
3.0	U.S. Foreign Policy in Central and Latin America
Block VI: Asia Pacific	
4.0	Indonesia
2.0	China
3.0	The U.S.-Japan Alliance and Northeast Asian Security
3.0	U.S. Policy in Asia Pacific
Block VII: Europe	
2.0	The European Union (European politics & economy)
2.0	Europe & NATO
2.0	Russia
2.0	U.S. Foreign Policy & the EU/Russia
60.0	Field Study Trip Focused Area Study

Source: Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 28; and The Marine Corps War College, "College & Curriculum Overview," briefing 25 August 2010, p. 37-39.

D. Intermediate Service and Joint Schools

Officer PME at the Intermediate Service Schools is targeted at the O-4 level. These Service and Joint Intermediate schools (e.g., the Joint Forces Staff College, the Army Command and General Staff College, Marine Corps Command and Staff College) focus on operational and tactical, especially in the Joint context. The OPMEP specifies that the purpose of intermediate JPME is to focus on "warfighting within the context of operational art. Students expand their understanding of joint force deployment and employment at the operational and tactical levels of war…they are introduced to joint plans, national military strategy, joint doctrine, joint command and control, and joint force requirements."[219] The student population of these schools again comprises a broad mix of officers from every Service, as well as foreign officers.

1. Joint Forces Staff College (JFSC)

Due in large part to the focus on operational and tactical, the Joint Forces Staff College features limited regional content and no language programs.[220] The primary course for Intermediate Phase II JPME is provided by the Joint and Combined Warfighting School (JCWS). While not directly addressing specific cultures or regions, one of its four learning areas, Theater Strategy and Campaigning, explicitly tasks the student to "apply an analytical framework that incorporates the role factors such as geopolitics, geostrategy, society, culture, religion, and other regional factors play in shaping the desired outcomes of policies, strategies, and campaigns in the joint, interagency, international, and multinational arena."[221]

2. Army Command and General Staff College

Intermediate Level Education (ILE) is the stage of PME (JPME Phase 1) through which Army Majors progress, replacing Command and General Staff Officers Course (CGSOC). "It produces field-grade officers with a warrior ethos and joint, expeditionary mindset, who are grounded in warfighting doctrine, and who have the technical, tactical, and leadership competencies to be successful at more senior levels in their respective

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[219] CJCSI 1800.01D, Officer Professional Military Education Program (OPMEP), 15 July 2009, p. A-A-4.

[220] Interview with COL Ann Stafford, JFSC Associate Dean for Curriculum Development, 13 Oct 2010. Although there are no formal language programs at JFSC, the library offers some limited resources such as Rosetta Stone.

[221] CJCSI 1800.01D, *Officer Professional Military Education Program* (*OPMEP*), 15 July 2009, p. E-H-3. The Advanced JPME (AJPME) program at JFSC is available for Reserve Component officers. This course contains similar curriculum content, but is not identical to the in-residence JFSC Phase II (JCWS) course. (*OPMEP*, p. E-J-2).

branch or functional area."[222] ILE contains both a common core and a phase tailored to the different branches and functional areas.

The Command and General Staff College consists of four schools: the Command and General Staff School (CGSS), School of Advanced Military Studies (SAMS), School for Command Preparation (SCP), and the School of Advanced Leadership and Tactics (SALT). These four schools emphasize strategic and operational thinking in complex environments.

The Command and General Staff School (CGSS) features a number of electives that center on LRC-related subjects. Seminars focused on regional and cultural issues relevant to Irregular Warfare and JIIM, and guest lecturers highlighting interagency and regional/cultural issues offer students a wealth of educational opportunities. Several specific examples of LRC-relevant electives include "Roots and Causes of Conflict: Why People Fight," "Understanding Terrorism," "Military Operations and Culture – Iraq," and "Military Operations and Culture – Afghanistan," taught by the Department of Joint, Interagency, and Multinational Operations.[223]

In the ILE, Common Core focuses on "the challenges field grade officers face as they develop and lead organizations within the 21st century." The emphasis is on case studies and experiences drawing on contemporary, as well as historical issues in full spectrum operations. "As students wrestle with these types of questions and share experiences in class, they expand their context of leadership and what it means to influence the development of organizations and leaders as a field grade officer." The lessons include LRC-relevant themes, as depicted in Table 6-3.

Drawing on DLIFLC resources and support, in the Department of Command and Leadership officers can elect to take familiarization courses in operationally relevant languages, in particular Iraqi Arabic and Dari Language Familiarization, as well as Language Self-Study Level I, and Level II in the language of their choice.

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[222] Commissioned Officer Professional Development and Career Management. Department of the Army, Pamphlet 600-3, 1 February 2010, p. 9

[223] CAC, CGSC, Department of Command and Leadership Intermediate Level education (ILE) Common Core, L100: Developing Organizations and Leaders, http://www.cgsc.edu/dcl/L100course.asp

Table 6-3. ILE Common Core L100 Block

L101	Developing Organizations and Leaders
L102	Organizational Development
L103	Leading Organizations in Change
L104	Organizational Culture and Climate
L105	Developing Ethical Organizations
L106	Organizational Stress
L107	Leading Ethical Organizations in War
L108	Developing Learning Organizations
L109	Influencing Organizations through Negotiations
L110	Influencing Organizations through Negotiations: Case Study
L111	Influencing Organizations through Envisioning
L112	Organizational Leadership Philosophy

Source: http://www.cgsc.edu/dcl/L100course.asp

3. USNWC C&S Junior Course – College of Naval Command and Staff (CNC&S)

The CNC&S course serves approximately 300 resident students and almost 35,000 non-resident students. The non-resident students attend via Distance Education courses, including enrollment in programs such as the Combined Force Maritime Component Commanders Course (over 3,200), Fleet Seminar Program (1,064 Students in evening classes), NWC at the Naval Postgraduate School (340 Students/Quarter), the Web-Enabled Program (1,100 annually) and the CDROM Program (JPME-709) Graduate Degree Program (479 Students).

The Strategy and Policy course includes some topics that are regionally focused, with seminars on specific COCOM issues. This is in response to DoD/COCOM tasking and issues, with the last third of the course covering study of worldwide issues. This course is less focused on "factoids," instead looking to impress a self-learning experience, creating lifelong students who value education. The LRC focus is via exposure to such things as ethnocentric bias, religions, legitimacy, and exposure to other ideas and concepts (using Fukuyama and other known scholars). The course culminates with a 2-week exercise/Security Assessment, linked back to COCOM specific issues. The result is briefed to the respective COCOM J5 that in turn provides feedback. Some results are of high interest, including a recent assessment that AFRICOM wanted briefed for all their J5 staff. Cultural and regional issues are central and evident throughout the final product.

The National Security Decision Making Course is focused on classical theory (Clausewitz et al), drawing various cultural angles. Three themes are used, one of which is Society and Culture on an international level. It was acknowledged that the course is focused more on East Asia and European issues, and less on Latin America and Africa, which are left to other courses.

The Joint Military Operations course has a primary JPME focus, emphasizing the PACFLT AOR. Operational law involves culture issues, via studying the views of the Falklands/Malvinas and Japanese perspective on "bushido," among others. This course also covers coalition and host nation operations and inherent cultural, regional matters.

4. Air Command and Staff College (ACSC)

The Air Force's intermediate-service school is the Air Command and Staff College. ACSC is a 10-month, 34-semester-hour resident course at Air University for selected Majors and Major-selects (approximately 15 percent of the Air Force total). It is geared toward teaching the skills necessary to conduct air and space operations in support of a joint campaign. Graduates can earn a master's degree.[224]

During Academic Year 2009-2010, the curriculum was modified to expand the focus both on imparting culture-general knowledge and on highlighting its relevance to the primary mission of Air Command and Staff College: operational planning. The primary vehicle for this learning is the core course, Regional and Cultural Studies.

- Regional/Cultural Studies 3 Semester Hours

  The Regional/Cultural Studies (CS) course introduces students to regional and cultural factors and discusses how these factors motivate actors within the international security environment. Through this course, students grasp the important role that culture plays in determining operational success. Students are also exposed to the unique ways in which their own cultural perspectives influence both their outlook and interaction with other societies. Through this experience, students come to understand the unique security challenges and opportunities posed by culture and how best to respond to ensure success.[225]

Culture-specific learning within the course is organized along the regions established by U.S. geographic Combatant Commands.[226]

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[224] From: http://www.airforcetimes.com/careers/pme/ONLINE.AFT.OFFICERPME/ (downloaded 9 Sep 10).

[225] Air University Catalog Academic Year 2009–2010, p. 65.

[226] Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen", p. 30.

In-residence students are required to take 30 hours of familiarization classes in one of the following languages: German, Swahili, Arabic, French, Mandarin Chinese, Spanish, Russian, and Persian/Farsi. Classes are taught by the 21 DLIFLC instructors on site during Term 2, which is when all the ACSC (and some AWC) students receive instruction. Non-resident students can take a 30-hour Rosetta Stone elective.[227]

5.   Marine Corps School of Advanced Warfare (SAW)

The Marine Corps School of Advanced Warfighting is a follow-on school for a select group of students who have completed the Marine Corps Command and Staff College or equivalent sister service programs. It is an 11-month graduate-level program, conferring a regionally accredited Master of Operational Studies degree on its graduates. The mission of SAW is to prepare officers for "high-impact MEF/Corps level or higher planning billets at the service and joint levels through the rigorous development of decision-making and problem solving skills at the operational and theater level of war."[228]

The academic year 2010 class consisted of 26 Majors and Lieutenant Colonels, of whom 17 were Marines, two were from the Army, two were from the Air Force, one was from the Navy, and four were military officers from foreign countries (one each from Australia, Canada, Germany, and Norway).[229] The mix of students provides exposure to other service and international cultures.

The curriculum consists of three core courses: Foundations of the Operational Art, Operational Planning, and Future Warfare. The culture focus of the SAW curriculum is on how culture influences major operations and campaigns and the extent to which the campaign planner needs to understand culture. The fundamentals of the Marines concept of Operational Culture are stressed throughout the curriculum. For example, in academic year 2008, 14 2-hour seminars were presented on Operational Culture, covering seven different topics including Operational Culture applied in North Africa and Operational Culture applied in Iraq.[230] Culture is incorporated in others ways as well; the Foundations course, for example, includes a section on "People's War" and "Insurgency" which

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[227] *Air University Catalog Academic Year 2009–2010,* p. 58 and an interview with Mr. Jay Warwick, AFCLC Deputy Director & Director, Language Training Department; LTC Brian Smith, Deputy Director, Language Training Department and Mr. Rob Milterson, DLIFLC Liaison at Maxwell AFB, AL, 28 July 2010.

[228] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 33.

[229] MCU Institutional Research Assessment & Planning, *Marine Corps University Factbook 2009-2010* (n.d.): 14.

[230] "Incorporating Culture and Language into Marine Corps University Curricula," memo, Marine Corps University, May 2008.

includes an examination of the ways in which local economics, religion, and culture feed into insurgencies. Each of the core courses has a learning objective closely tied to culture as illustrated in Table 6-4. Overall, there are 73 classes and exercises in SAW that center on culture or that have culture as a strong element.[231] All exercises include a "Green Cell" element representing the native civilian population.

Table 6-4. SAW Culture-Related Learning Objectives

Course	Culture-Related Learning Objective
Foundations of Operational Art	Assess the impact of local/regional culture on military campaigns and operations
Operational Planning	Evaluate the impact of actual terrain and local conditions on the conduct of military operations and campaigns
Future Warfighting	Analyze the impact of regional culture and political elements on the employment of (future) military forces

Source: Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 34-35.

Finally each participating SAW class undertakes overseas staff rides as part of the Operational Planning Course, allowing the students further exposure to foreign cultures. One staff ride through Europe begins in Turkey, traveling across southern Europe to end in France. The second staff typically visits battlefields in Vietnam and the Philippines.[232]

SAW does not provide language instruction as part of its curriculum; however, students interested in maintaining an existing language capability are provided assets outside of class, such as private tutoring or such language tools as Rosetta Stone.[233]

6. Marine Corps Command and Staff College

The Marine Corps Command and Staff College (CSC) educates and trains select Marine Corps Majors and other "joint, multinational, and interagency professionals in order to produce skilled warfighting leaders able to overcome diverse 21st century security challenges."[234] It is a 10-month graduate-level program, conferring a regionally accredited Master of Military Studies degree and a JPME Phase I qualification on its graduates.

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[231] Interview Dr. Bradley J. Meyer, Dean of Academics, School of Advanced Warfighting, 25 August 2010.

[232] Interview Dr. Bradley J. Meyer, Dean of Academics, School of Advanced Warfighting, 25 August 2010; and Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 34.

[233] Interview Dr. Bradley J. Meyer, Dean of Academics, School of Advanced Warfighting, 25 August 2010.

[234] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 39.

The academic year 2010 class consisted of 186 Majors, of whom 102 were from the Marine Corps (with 8 reserve officers), 19 were from the U.S. Army, 14 were from the U.S. Air Force, 24 were from the U.S. Navy, one was from the Coast Guard, and 26 were military officers from foreign countries.[235] In addition, 12 civilians from a mix of nine military and non-military agencies participated in the program. The mix of students provides exposure to other service, agency, and international cultures.

The CSC curriculum consists of four core courses that all students must take: "Warfighting…from the Sea" (WFTS), Operational Art (Op-Art), Culture and Interagency Operations (CIAO), and Leadership. While elements of LRC are present in all of these courses (WFTS, for example, is designed to enhance students' warfighting abilities in joint, multinational, and interagency environments),[236] the Culture and Interagency Operations course is the "primary venue for teaching cross-cultural competency."[237] The purpose of the CIAO program is to enhance students' "ability to understand and analyze regional cultures and the interagency components of national and international governments at the operational level of war."[238] The course, totaling 34 two-hour seminars, is taught throughout the academic year – 19 seminars during the fall semester and 15 during the spring – as well as elective courses focusing on specific topics. Each student is required to take the entire core course and two elective courses. The required fall semester course includes a discussion of the U.S. government and U.S. culture. Half of the 32 electives, meanwhile, have either a regional or a cultural focus, such as "Armed Insurgent Groups," or "Islam and Politics."[239]

CSC does include foreign language instruction as part of the Leadership course. The students received 6 hours of language instruction per day over a one-week period, designed to provide them with a survival-level understanding of that language. Currently, Arabic, French, Chinese (Mandarin), Dari, and Pashto are offered, with the Defense Language Institute supplying the instruction. The language instruction is tied to and immediately followed by a negotiation exercise in which the student is required to exchange pleasantries in the language, gain a sense of the basic issues and relationships within the room through the language, and then use interpreters to continue with the

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[235] MCU Institutional Research Assessment & Planning, *Marine Corps University Factbook 2009-2010* (n.d.): 18.

[236] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 41.

[237] Interview with Dr. Craig Swanson, Associated Dean of Academics, Marine Corps Command and Staff College, 25 August 2010.

[238] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 42.

[239] Interview with Dr. Craig Swanson, Associated Dean of Academics, Marine Corps Command and Staff College, 25 August 2010.

actual negotiations.[240]   Finally, "motivated" or heritage speakers are identified and encouraged to enhance their language training through Rosetta Stone and other assets.[241]

E.   Company-Grade Service Schools

Primary-level Service PME takes place at the company-grade schools. Aimed at an O-1 to O-3 audience, the education at these branch and specialty schools is mostly tactical and Service-oriented, with some Joint issues addressed.

1.   Army

The Army's Captains Career Course (CCC) is a 21- to 24-week in residence course that prepares company grade officers for company level command and battalion or brigade staff positions. The CCC is designed both to develop leadership competencies, integrated with operational experiences, and to emphasize the value of self-development as an approach to lifelong learning. "The curriculum includes common core subjects, branch-specific tactical and technical instruction, and branch-immaterial staff officer training."[242]   As a level of PME, CCC is currently being examined and revised; by 2015, the Army plans for CCC to be more tailored and modular, combining resident and DL.[243]

The LRC-oriented content of CCC varies depending on where the course is completed. At the U.S. Field Artillery School (USAFAS), combining both programmed instruction (36 hours) and required independent study (estimated to be 34 hours) there is an approximate minimum of 70 hours focused on cultural and regional issues, as well as language in CCC.[244]   The Field Artillery CCC students do research on specific countries/assignments, develop briefs on those topics, interact with students and debate cultural perceptions; they attend classes on Islam, norms, values, and beliefs; they complete a written assignment that draws on research and analysis on TRADOC-directed regional issues; they attend Liaison Officer briefs; they participate in a group session with a University subject matter expert (SME) where they discuss cultural issues and engage

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[240]   Interview with Dr. Craig Swanson, Associated Dean of Academics, Marine Corps Command and Staff College, 25 August 2010; and Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 43.

[241]   Interview with Dr. Craig Swanson, Associated Dean of Academics, Marine Corps Command and Staff College, 25 August 2010.

[242]   Commissioned Officer Professional Development and Career Management. Department of the Army, Pamphlet 600-3, 1 February 2010, p. 27

[243]   Headquarters, Department of the Army, Army Regulation 350–1, Training, Army Training and Leader Development, Washington, DC, 18 December 2009, p. 44

[244]   For this project, we focused on USAFAS for our examination of Army Primary-level PME. There were two reasons for this selection: (1) USAFAS had the most mature CFLP of all the Army CoEs, and (2) both the size of our team and the length of time we had for data collection made site visits to each CoE infeasible.

in critical thinking. USAFAS is proposing the following additions to the content of the CCC: exercises that look at issues centered on topics such as negotiations, historical issues, and partnership initiatives; and expansion of the opportunities to engage in Liaison Officers briefs, as well as experiential learning activities including role-playing. While the approximate minimum number of hours focused on LRC would not change, the expanded content would allow for the introduction of more experiential learning. Additionally more opportunities for optional language training are being explored.[245]

The Army's Basic Officer Leader Course-B (BOLC-B), which is a consolidation of what was formerly known as BOLC-II and BOLC-III, varies in length depending on the Second Lieutenant's branch or career field, but generally ranges from 9 to 41 weeks.

As with the Accessions programs (also referred to as Basic Officer Leadership Course-A, BOLC-A), the Task "Maintain Cultural Awareness" also plays a role in BOLC-B content.[246] Overall, additionally, the CoEs have generally adopted the TRADOC Culture Center's Training Support Package (TSP) relating to cultural and regional issues.

The LRC-oriented content of BOLC-B varies depending on where the course is completed. At USAFAS, combining both programmed instruction (10 hours) and required independent study (estimated to be 43 hours) accounts for an approximate minimum of 53 hours of instruction focused on cultural and regional issues, as well as language, in BOLC-B. The Field Artillery Second Lieutenants go through 10 hours of programmed instruction, consisting of exercises emphasizing "operating in a multi-cultural environment," they attend a lecture series, and they compose a culture-oriented paper/presentation, followed by discussions. At USAFAS, the BOLC-B required independent study hours include ARMY360 exercises, analytical activities, and introduction to Rosetta Stone. There are also other optional professional development opportunities available (additional language training, readings.)[247]

2. Navy

The Navy does not conduct a formal in-residence PME course specifically designed for company-grade officers. The Navy's primary PME is conducted via Navy Knowledge Online (NKO).

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[245] Drawn from a site visit at Fort Sill, discussions with Dr. Mahir Ibrahimov, a USAFAS CFLP briefing, and other materials he provided.

[246] Common Core Task List (CCTL), Final Approved, 09 28 2010 (Updated 11 16 10), AKO, "Common Core Task List (CCTL) Synch Working Group #1," 16-18 November 2010, Fort Eustis VA, prepared by MAJ Donavan Locklear, [slides accessed via AKO]

[247] Drawn from a site visit at Fort Sill, discussions with Dr. Mahir Ibrahimov, a USAFAS CFLP briefing, and other materials he provided.

3. Air Force – USAF Squadron Officer College (SOC)

The Squadron Officer College faculty is also developing a suite of web-enabled, distance learning courses for junior officers to pursue between residential schools. This course will consist of two units: Warrior Ethos (focusing on the "self" – Air Force) and Cultural Awareness (focusing on the "other" – in a culture-general sense), with two variants: one faculty-guided, the other self-guided. The faculty-guided version will entail approximately 16 hours of contact per week. Annual student throughput is anticipated to range from 400 to 500 officers.[248]

Squadron Officer School (SOS) is for captains with at least four and less than seven years of service. Consisting of 25 class days and conducted seven times each year with about 500 students per class, the SOS curriculum is intended to "develop dynamic Airmen ready to lead application of air and space power in an expeditionary warfighting environment."[249]

SOS has one course that specifically discusses cultural issues:

- International Studies, 8.20 Contact Hours

  Due to today's complex security environment, military professionals can find themselves in situations where their actions can take on international importance. Consequently, these professionals must be more aware of culture, world affairs, and the role played in their nation's national security strategy than any other time in the nation's past. Graduates leave SOS with a deep understanding of the significant role that Airmen play in joint and coalition warfare and international and national security affairs.[250]

SOS also features a Cultural Leadership Exercise, which is a day-long experiential learning program where students apply lessons in cross-cultural competence to realistic field scenarios.

SOS has a voluntary language program. All active students (in-residence and correspondence/distance learning) are given the opportunity to use one of the 2,900 Rosetta Stone licenses.[251]

Basic and Primary Officer PME is provided by the Squadron Officer College and consists of two courses: the Air and Space Basic Course (ASBC) and Squadron Officer

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[248] Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen", p. 27.

[249] Air University Schools and Centers Overview.docx

[250] Air University Catalog Academic Year 2009–2010, p. 154.

[251] Interview with Mr. Jay Warwick, AFCLC Deputy Director and Director, Language Training Department; LTC Brian Smith, Deputy Director, Language Training Department and Mr. Rob Milterson, DLIFLC Liaison at Maxwell AFB, AL, 28 July 2010

School. The Air and Space Basic Course (ASBC) is the first residence course in officer PME. It is a 30-training-day program attended annually by over 4,600 newly commissioned Second Lieutenants and selected civilians. Its basic purpose is to teach the essential concepts of how the Air Force prosecutes aerial wars utilizing Air Force doctrine and team concepts.[252]

ASBC has one course which specifically discusses cultural issues:

- International Studies, 4.50 Contact Hours

  This portion of the curriculum provides a base from which CGOs [Company Grade Officers] can make educated decisions in today's complex international security environment. Students will be exposed to pressing geopolitical issues and develop cultural awareness.[253]

AFCLC academics provide lectures for ASBC that address cultural issues.

4. Marine Corps – Marine Corps Expeditionary Warfare School

The Marine Corps Expeditionary Warfare School (EWS) is the primary/career-level school for captains, designed to "enable them to command or serve as primary staff officers in their MOS, integrate the capabilities resident within their element of the MAGTF [Marine Air Ground Task Force], integrate their element within the greater MAGTF, and understand the functions of the other elements of the MAGTF."[254]

The academic year 2010 class consisted of 242 O3-level officers, with 191 from the Marine Corps, 22 from the U.S. Army, 6 from the U.S. Air Force, 2 from the U.S. Navy, and 21 from foreign countries.[255]

The EWS curriculum consists of five major or primary courses: Command and Control, MAGTF Operations Ashore, Naval Expeditionary Operations, Professional Studies, and the Occupational Field Expansion Course (OFEC). Within the Professional Studies segment is a subcourse entitled "Operational Culture," which introduces the fundamentals of this concept. In particular, the subcourse teaches and employs the concepts described in the book *Operational Culture for the Warfighter: Principles and Applications*[256] to understand and assess cultural factors as they pertain to the conduct

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[252] From: http://www.airforcetimes.com/careers/pme/ONLINE.AFT.OFFICERPME/ (downloaded 9 Sep 10).

[253] Air University Catalog Academic Year 2009–2010, p. 161.

[254] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 47.

[255] MCU Institutional Research Assessment & Planning, *Marine Corps University Factbook 2009-2010* (n.d.): 18.

[256] Barak A. Salmoni and Paula Holmes-Eber, *Operational Culture for the Warfighter: Principles and Applications* (Quantico, VA: Marine Corps University Press, 2008).

military operations. The goal is "to develop students capable of operating in a cross-cultural environment by mapping and understanding the human terrain as skillfully as they analyze and navigate physical terrain."[257] A description of the subject matter taught in the Operational Culture subcourse during Academic Year 2011 is shown in Table 6-5. In addition to the subjects shown in the table, each of the international students is required to present to the class a 30-minute briefing describing his native culture along the five dimensions of operational culture: geography, history, economy, culture, and military.[258] Finally, the Afghanistan Study Group elective was part of the Academic Year 2011 curriculum and was designed to provide a forum to student discussion and guest speakers on subjects related to Afghanistan. The course, with 1.5-hour sessions extending over a 12-week period, included speakers from the MCU faculty, State Department representatives, and other SMEs.[259]

Table 6-5. AY11 Operational Culture Subcourse Organization

Contact Hours	Subject
1.0	Dimensions of Operational Culture
1.0	Operational Culture AFRICOM
1.0	Dimensions of Operational Culture Discussion
1.5	Applying Operational Culture Tactical Decision Exercise
2.0	History of the Modern Middle East
1.0	Groups and Motivating Factors
1.5	History and Culture of Iran
2.0	History and Culture of Afghanistan
2.0	The Afghanistan-Pakistan Problem
1.0	The Afghanistan-Pakistan Problem Discussion

Source: Expeditionary Warfare School, Operational Culture Brief, n.d.

Exercises, employed as a pedagogical tool throughout the curriculum, usually include cultural components with the goal of getting students to employ operational culture in the planning process.[260]

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[257] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 50.

[258] Interview Dr. Paula Holmes–Eber and Lt. Col. Luis A. Mercado, Chief Instructor, Marine Expeditionary Warfare School, 25 August 2010; and Expeditionary Warfare School, Operational Culture Brief, n.d.

[259] Expeditionary Warfare School, Operational Culture Brief, n.d.

[260] Interview Dr. Paula Holmes–Eber and Lt. Col. Luis A. Mercado, Chief Instructor, Marine Expeditionary Warfare School, 25 August 2010.

F. Conclusion

In this chapter, we addressed how JPME institutions, as well as the PME schoolhouses across the Services, have incorporated LRC in to the curriculum and learning objectives. In general, the infusion of LRC into PME becomes more robust as Service personnel advance in their careers, moving through the tactical-, operational-, and finally strategic-focused learning continuum. Of the LRC domains, regional-focused subjects are the best represented in Service PME, with foreign language receiving the least emphasis in terms of required coursework.

In the next chapter, we will explore the approaches taken by the three Military Academies to provide cadets and midshipmen with the LRC foundation they need in order to be effective leaders. Personnel at all three Service Academies have fully embraced LRC as an integral part of the curriculum and an important foundational element for leadership development.

7.   LRC Content in the Military Academies

In this chapter, we address the three Service Academies and describe the efforts they have made to embrace LRC as an integral part of the curriculum. Overall, across the Academies, the leadership and faculty have been actively engaged in infusing the LRC concepts outlined in the Defense Language Transformation Roadmap (DLTR) into their curricula, providing cadets and midshipmen with a wide range of LRC opportunities throughout the academic program.

Although LRC is not new to these Institutions, each of the three Academies recently instituted an overarching paradigm and organizing construct providing the underlying strategy for developing the respective school's academic curriculum, reflecting how each Academy approaches building officers. The basic intent is to help cadets develop aspects of their personal and professional portfolio rather than the previous approach that focused on course titles.[261] With this approach in place, individual courses are not viewed independently; overall results in terms of goals or outcomes are based on the course of instruction and its development in the educational continuum. At the USMA, the focus is on "Goals"; at the USNA, on "Attributes"; and at the USAFA, on "Outcomes." Regardless of the name, the three constructs have one thing in common – the centrality of LRC concepts in the development of "Officership."

A. U.S. Military Academy (USMA, "West Point") – Overall Approach to LRC

The leadership and staff of the Military Academy view all three LRC domains to be intertwined, all equally important. In USMA's view, language and culture can't be separated – language is both embedded in the culture and a reflection of the culture, and both make up part of regional dynamics. While all cadets receive at least some exposure to LRC during their time at the Academy, some engage in a more expansive program that follows the 'Crawl, Walk, Run' paradigm – Crawl: one week trip overseas during Spring Break; Walk: overseas summer program for course credit lasting 3 to 4 weeks (which

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[261] As described by the AFA's Dr. Rich Hughes, Transformation Chair, Dean of Faculty, there have been changes to the curriculum and the basic approach—the curriculum used to be transcript focused, looking strictly at course titles as the way to build the education. In addition, cadets were subjected to a silo-approach to education – the Dean, the Commandant and the Athletic Director (the three primary elements or mission areas) all had their particular "lane" and for the most part stayed inside the lines.

includes 40 hours of classroom instruction); Run: a full semester abroad (6 months of immersion).[262]

In the early 2000s, the Secretary of the Army pushed for a change in the USMA curriculum to include more culture education and recommended a corresponding decrease in the number of engineering courses. One outgrowth of the Secretary's guidance, spurred on by the Language Transformation Initiative, was the Center for Languages, Cultures, and Regional Studies (CLCRS), created in 2007. The Center focuses on three domains – Language, Cross Cultural Competence, and Regional Dynamics. Hosted jointly by the Department of Foreign Languages and the Department of Geography and Environmental Engineering, the Center's mission is to conduct applied and theoretical research in foreign language proficiency, intercultural competence, and regional expertise to prepare Army leaders to meet 21st Century challenges.[263]

The Military Academy also developed the Cadet Leader Development System (CLDS), a framework and rationale for what cadets (and graduates) ought to achieve.[264] This organizing framework is designed to ensure cadets develop competence in the acquisition and application of professional knowledge associated with the intellectual, physical, military, ethical, social, and human spirit domains. Domain Teams are responsible for coordinating cadet development activities throughout their experience at West Point and for setting and monitoring domain "goals." These goals "provide a framework for the design, management, and assessment of the curriculum. The corresponding goal standards have primacy over the requirements of the majors programs. All cadets, regardless of major, must achieve all of the goals associated with the Cadet Leadership Development System."[265] The Intellectual Domain, as one component of the CLDS, has developed nine goals each overseen by its respective Goal Team.[266] One of these nine is the "Cultural Perspective."

The Cultural Perspectives Goal Team's mission is to ensure cadets have meaningful exposure to other people and cultures – "It is critical to expose cadets to the world." Its

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[262] COL Dave Dimeo, Director, USMA Center for Languages, Cultures, and Regional Studies, 7 September 2010. Some cadets do all three iterations in different locales. For example, a cadet studying Portuguese may spend Spring Break in Mozambique, then a summer in Portugal, then a semester in Brazil.

[263] COL Dave Dimeo, 7 September 2010.

[264] Derived from an interview with Dr. Bruce Keith, USMA Associate Dean of Academic Affairs, 7 September 2010.

[265] "Intellectual Domain Team After-Action report, AY10", p. 2.

[266] The goals and their associated standards are codified and fully explained in "Educating Future Army Officers for a Changing World" (EFAOCW) which is the operational concept for the Intellectual Domain. The other Goal Teams in the Intellectual Domain are: Mathematics and Science; Engineering and Technology; Information Technology; Historical Perspective; Understanding Human Behavior; Communication; Creativity; and Continued Intellectual Development.

primary learning outcome is that "Graduates draw from an appreciation of culture to understand in a global context human behavior, achievement, and ideas."[267] Table 7-1 includes the courses that contribute to the Cultural Perspective learning outcome:[268]

Table 7-1. Course Contributing to the Cultural Perspective Learning Outcome

Year	Courses
Freshman Year	General Psychology (PL100); Western Civilization (HI107); Regional Studies in World History (HI108); English Composition (EN101)
Sophomore Year	Physical Geography (EV203); Economics (SS201); Political Science (SS202); Foreign Language (LX203 & 204)
Junior Year	International Relations (SS307); Military Leadership (PL300)
Senior Year	Constitutional and Military Law (LW403); History of the Military Art (HI301 & 302); the capstone Integrative Experience

Source: Building Capacity to Lead - The West Point System for Leader Development, 2009

B.   U.S. Naval Academy (USNA) – Overall Approach to LRC

The Naval Academy fully supports the Navy's position with respect to LRC, seeing it as linked with the Maritime Strategy and the Navy Operating Concepts: the U.S. Navy is a global force that must increasingly look to friends and allies for successful execution of its missions. As the Vice Dean explained, the reality of the Navy today is that the "1,000-ship Navy" contains only 280 U.S. ships – the rest come from partner nations. It is therefore an academic exigency to educate all USNA midshipmen on "LREC" and increase opportunities for in-depth academic investigation consistent with overall USNA and Navy policy.[269]

USNA has adopted the "all, many, few" approach to LRC education.   All midshipmen are/will be indoctrinated/apprised/provided an appreciation of "cross-cultural" issues.   Current efforts include integration into mandatory professional development training for first-year Midshipmen on Saturday mornings.   Additionally, culture general is being integrated into the four-year continuum of leadership courses. There is no universal language requirement for midshipmen; however, many (approximately 35 percent of the Brigade) will take four semesters of a language. A few midshipmen (perhaps 140 in FY2012) have the opportunity to spend four to six weeks

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[267] Building Capacity to Lead - The West Point System for Leader Development, 2009, p. 19.

[268] For several years the Cultural Perspectives Goal Team has been working on developing a new core course on cultural systems in the curriculum without success. In 2009, the Team looked at 39 objectives related to Cultural Perspectives -- all objectives were deemed to be relevant to USMA, but were also deemed to already be resident within the existing curriculum. Hence, there was no need for a new course, although the Team pointed out there still was a need for integration and coordination. Interview with Dr. Bruce Keith, USMA Associate Dean of Academic Affairs, 7 September 2010.

[269] Dr. Michael Halbig, Vice Academic Dean, USNA, 22 Sept 2010.

during the summer in an overseas program focused on foreign language development, while, on average, another 30 or so midshipmen are selected each year for the Semester Abroad Program.

Although the USNA has been working with a similar concept for over a decade, the organizing construct at the Naval Academy, "Attributes," is a fairly recent development. The construct, although approved by the Chief of Naval Operations, is not quite as formalized as at the other two Academies and does not lend itself to mapping across the curriculum.[270] The 2010 Academy Catalog lists seven "Attributes" graduating midshipmen are expected to have developed over their time at the Naval Academy. One of these, the attribute "Adaptable" is described as: "Adaptable individuals who understand and appreciate global and cross-cultural dynamics."[271]

In addition to the mandatory language courses, four courses (one per academic year) provide midshipman the foundation for understanding global and cross-cultural dynamics. Midshipmen begin with the course Preparing to Lead (NL110), continue with Moral Reasoning (NE203) and Advanced Leadership (NL310), and finish their senior year with a course in Military Justice (NL400).

C. U.S. Air Force Academy (USAFA) – Overall Approach to LRC

The Air Force Academy views language, culture, and region as explicitly intertwined. The underlying philosophy is that not only does "the complexity of today's world require [an LRC emphasis]" but also that one "cannot separate culture out by itself."[272] The infusion of LRC in the formal academic curriculum, as well as outside the curriculum, has been expanded greatly over the past five years in response to the guidance of the Defense Language Transformation Roadmap (DLTR), and the 2006 and 2010 QDRs. The LRC program receives significant support from the Superintendent, the Dean, and Secretary of the Air Force. Overall, members of the faculty embrace the new emphasis; however, there is to some extent a generational split regarding the value of LRC for cadets (and by extension, the officer corps), with the younger faculty members generally more in accord with the current direction.[273]

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[270] According to CDR (ret.) Tim Disher, Head of the USNA International Programs Office, the Academy's Academic Effectiveness Board (AEB) is currently reviewing the complete set of attributes with the aim of tying them together as has been done at the other two Academies.

[271] The other attributes describe graduates who are selfless, inspirational, proficient, innovative, articulate and professional.

[272] Interview with Col Cheryl Kearney, Permanent Professor and Political Science Department Head, USAFA, 19 Aug 2010.

[273] Col Cheryl Kearney, 19 Aug 2010.

The numerous language and culture initiatives at USAFA have had a large impact on the Air Force. Approximately 50 percent of the Second Lieutenants selected by the first Language Enabled Airman Program (LEAP) board were USAFA graduates.[274]

Approximately five years ago, USAFA staff started engaging in discussions that involved a shift in emphasis from looking only at course titles to examining outcomes tied to mission elements.[275] These efforts culminated about three years ago with a transition to "Outcomes." All core courses currently are included in the Outcome Alignment Plan and the entire curriculum is becoming increasingly integrated around the Outcomes construct as USAFA brings the approach fully into the Course of Instruction. Currently there are three Tier I and 21 Tier II institutional outcomes and associated Outcome Teams. Each of the individual Outcome Teams has a responsibility roughly equivalent to the three traditional mission areas (academics, military, and athletics). The 21 outcomes are interrelated within each of three categories – Responsibility Outcomes; Skills Outcomes; and Knowledge Outcomes – and sometimes across these categories. Two of the Outcome Teams are directly related to LRC – the Intercultural Competence and Involvement Outcome and the Civic, Cultural, and International Environments Outcome (see Table 7-2).

Table 7-2. LRC-Oriented Outcomes and Related USAFA Courses

LRC-related Outcomes	Courses addressing those outcomes
Intercultural Competence and Involvement Outcome	Foreign Language (FL 131 & 132); Modern World History (History 300); Ethics (Philosophy 310); and the Geopolitics capstone course (Social Science 412)
Civic, Cultural and International Environments Outcome	Foreign Language (FL 131 & 132); Cadet PME (PDP 100); Introduction to Economics (Econ 201); English Literature & Composition (English 211); Modern World History (History 300); Ethics (Philosophy 310); Foundations for Leadership Development (Behavioral Science 310); Cadet PME (PDP 300); Language, Literature & Leadership (English 411) and the Geopolitics capstone course (Social Science 412)

Source: Derived from an interview with Dr. Rich Hughes, Transformation Chair, Dean of Faculty and Dr. Aaron Byerley, Associate Dean for Curriculum and Strategy, 18 August 2010

D. Foreign Language Instruction in the Curriculum: Academies Overview

Eight languages, all on the Strategic Language List (SLL), are offered at USMA,[276] and at USAFA;[277] seven are offered at the USNA, as depicted in Table 7-3.

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[274] Col Ron Machoian, Director, AFA International Programs, 18 Aug 2010.

[275] Derived from an interview with Dr. Rich Hughes, Transformation Chair, Dean of Faculty and Dr. Aaron Byerley, Associate Dean for Curriculum and Strategy, 18 August 2010.

[276] The Department of the Army has told USMA that Turkish may be next language added to the list.

Table 7-3. Foreign Language Offerings at the Academies

Language	USMA	USAFA	USNA
Arabic	Yes	Yes	Yes
Chinese (Mandarin)	Yes	Yes	Yes
French	Yes	Yes	Yes
German	Yes	Yes	Yes
Spanish	Yes	Yes	Yes
Russian	Yes	Yes	Yes
Persian	Yes	No	No
Japanese	No	Yes	Yes
Portuguese	No	Yes	No

Source: Site visits at the Academies

At USAFA, a cadet can minor in a foreign language, but there is no language major available.[277] All who minor in a language are given priority to participate in an immersion program; only those cadets who minor in a foreign language have to take the DLPT. At USMA, a full 16-course language major is available in all eight languages. Attesting to the popularity of the language major, there are more cadets majoring in language than in any other single Department. A double major in language is the most popular double-major; additionally, most cadets pursuing a double major that includes a language are STEM majors. Midshipmen can only attain a language major in Arabic or Chinese.

1. USMA and Foreign Language

USMA currently has a universal language requirement; cadets take either four semesters (Social Sciences/Humanities (SOSH) majors) or 2 semesters (Science, Technology, Engineering, and Mathematics (STEM) majors). Incoming freshmen take placement tests during their initial summer training; no validation credit is given although

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[277] There hasn't been a dramatic shift with regard to which languages are taught at USAFA. Arabic was added in 1974, and Portuguese was added in response to current emphasis (after DLTRM published). Selection of Portuguese based on several factors – on the SLL and a Cat 1/2 language. It was recognized that not every cadet can be successful in a category 4 language (such as Farsi); since adding another category 4 language would only serve to further dilute the population of people taking Cat 4 languages and impact the program unacceptably. Also AFA does not offer a beginner Spanish course – the course starts out at a more intermediate level than other languages; people taking Spanish have to test in at the appropriate level.

[278] Advanced language courses are often just literature courses and are even taught in English often, which is one reason there is no language major.

testing can result in advanced placement. In conjunction with the test, the cadet designates three language choices, one of which has to be Chinese, Russian, or Arabic. In 2010, 85 percent of the cadets received their first choice, and another 10 percent received their second choice.

Unlike at the other two Academies, language classes for the vast majority of cadets begin in the sophomore year (after taking a course titled Western Civilization). Some freshmen start language classes for a strategic (Category 3/4) language if they have fully tested out of another language or if the cadet expresses an interest in the foreign languages major. Course work will present perspectives from another culture, develop the ability to learn another language, provide an introductory level of proficiency in the language selected, and provide a firm foundation for further language study.[279]

Another aspect of the USMA language program that is unlike the other two schools is the class schedule – the required language classes meet 5 days a week. This schedule was first instituted for AY 07-08 and has been generally well received by cadets – more in-class time equates to less homework and more access to the instructors. Perhaps more importantly, faculty members have seen overall good results and increased test scores, with the largest increase in speaking ability (less noticeable increases in reading and writing).[280]

The Academy explicitly links language, cultures, and regions in that their language classes are taught in regional and cultural contexts. Although the instructors in each language approach instruction slightly differently, they generally try to include all the major variants regionally and culturally and to introduce students to the dialects associated with the target language.

CLCRS plays a major role in regard to language instruction. The primary duty of the Chair of the Language Domain is to increase the coordination of language instruction and related issues across the curriculum and promote language proficiency. Recent initiatives undertaken toward these ends include:[281]

- Create a performance test bank for language proficiency.

- Participate in a Defense Language and National Security Education Office study of the various factors comprising aptitude in second language acquisition.

- Develop a USMA-specific profile of a "Successful Language Learner."

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[279] From: United States Military Academy, West Point, New York, Academic Program, Curriculum and Course Descriptions. Downloaded 7 Oct 2010 at http://www.dean.usma.edu/sebpublic/curriccat/static/index.htm.

[280] Dr. Jeff Watson, Language Proficiency Chair, Center for Languages, Cultures and Regional Studies (CLCRS), 8 Sep 2010.

[281] Downloaded from: http://www.dean.usma.edu/centers/cLRCs, 4 Oct 10.

- Create a Learning Resource Center for use by USMA faculty and cadets.

- Develop foreign language proficiency assessment tools that focus on the 0+ to 2+ range on the Defense Language Proficiency Test (DLPT) rating scale.

- Coordinate evening lectures relevant to language proficiency, intercultural competence, and regional expertise.

- Research the relationship between language, culture, and regional expertise.

- Establish an endowment for further language and cultural immersion programs for USMA cadets.

2.   USNA and Foreign Language

The Languages and Cultures Department's[282] mission is to produce graduates who:

- Communicate effectively in a foreign language and interact in culturally appropriate ways with native speakers;

- Recognize the cultural values, practices, and heritage of the foreign country or countries studied;

- Develop the disposition and cognitive strategies for life-long learning of other languages and cultures/ develop cross-cultural competence in communication, interpretation and behavior.

The faculty is multilingual, multicultural, and international, consisting of 27 civilian professionals (all with PhDs in their fields) and two exchange officers (one German and one Mexican officer). For AY2011, the Academy offers 90 total courses. Unlike its sister Academies, there is no universal language requirement for midshipmen. Group 3 midshipmen, however, i.e., those in the approximately 35 percent of the student body majoring in Social Sciences/Humanities, must take four semesters of a language. These midshipmen must have at least 12 credits in any one language either via classroom or credited via placement exams. Language students (non-majors and minors) spend only three contact hours per week in the classroom. The Academy currently does not have a physical language lab.

Of the approximately 4,500 total midshipmen in the Brigade, 1,372 midshipmen currently are studying a language. This number includes midshipmen (263) majoring in engineering and hard sciences, as well as those majoring in the social sciences and humanities. About 20 percent of engineering majors are taking a language; for example, there are more engineering majors studying Japanese than non-engineers.

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[282] Drawn from interview with Dr. Sylvain Guarda, Department Head, USNA Languages and Cultures Department, 22 Sep 2010.

There are 60 Chinese, 65 Arabic, 32 Japanese, and 40 Russian slots available for midshipmen to study a critical language every year (based on faculty availability). Incoming students are hand selected based on the results of national exams and interviews. After department faculty recently determined that the Defense Language Aptitude Battery (DLAB) does not meet their needs as a tool for identifying students with an ability to learn Arabic, they no longer administer the DLAB.[283]

Due to limitations of the Defense Language Proficiency Test (DLPT), there is no formal assessment given at the USNA for language proficiency. The DLPT was developed specifically to evaluate crypto-linguist capabilities for listening to a foreign language, with less emphasis on speaking and writing. Additionally, the DLPT cannot measure language competency after a four-week immersion program offered to selected midshipmen in the summer.[284]

3. USAFA and Foreign Language

At the USAFA around the year 2000, there was a big STEM push, and the existing language requirement was dropped for cadets taking a technical major, while the requirement was increased from two to four semesters for non-technical majors.[285] Consequently, at the time the DLTR was published, about half of the cadets were receiving no language instruction. Now, starting with the Class of 2011, the technical majors are again required to take two semesters of language. Currently, the following foreign language requirement are in place: two semesters for all cadets; four semesters for Humanities and Social Sciences majors; six semesters, plus one or two immersions for Foreign Area Studies Majors; and six semesters, plus one or two immersions for Foreign Language minors. The Academy's goal is to graduate 25 percent of the cadet class with at least limited foreign language proficiency (1+/1+).[286]

Of the approximately 850 faculty members, 48 are in the Department of the Faculty of Foreign Languages (DFF). There is roughly a 50/50 split between military and civilian professors; about 50 percent have PhDs (five of 23 officers and nearly all civilians). Faculty availability (or rather, non-availability) generally does not limit the

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[283] Dr. Sylvain Guarda, Department Head, USNA Languages and Cultures Department, 22 Sep 2010

[284] The Languages and Cultures Department is currently engaged in the Tri-Service Academy ABC assessment project for Spanish and Chinese. Instruments are being developed to assess speaking, reading, and listening in these languages for the three academies and ROTC programs nationally. The assessment will extend to other languages later.

[285] Interview with Col Dan Uribe, AFA Permanent Professor and Foreign Languages Department Head, 18 Aug 2010.

[286] According to Col Uribe, this is a challenging goal given the additional requirements levied on the curriculum, such as the continued need for STEM-cognizant officers in the AF.

languages or the number of classes offered, although at times the Department has had some problems finding officers who can instruct Arabic or Chinese.

Incoming freshmen are asked to identify their top three choices of languages they would like to study. At least one has to be Arabic, Russian, or Japanese and at least one has to be a romance or Germanic language. The faculty looks at academic composite scores to place them in a language (no longer using DLAB). For obvious reasons, the selection criteria to study a Category 3/4 language are strenuous; currently, about 40 percent of cadets are enrolled in the Category 3/4 languages.

Of approximately 1,300 incoming freshmen, about 900 test in Spanish; French is the next largest block. Regardless of test scores, all cadets must still take two or four semesters. High scores may enable advance placement into 200- or 300-level courses. Alternatively, if the cadet has academic composite scores sufficiently high and desires to move to a new language, the cadet can be placed into a language different than what he or she studied in High School. A few cadets (about 15 per year) are able to "max" the placement exam and thereby test out of the language course requirement.

E. Regional Expertise Education in the Curriculum

All three schools feature regional content in a variety of course offerings spanning the History and Political Science Departments, as well as Economics and Geosciences.

1. USMA and Regional Studies

At the Military Academy, CLCRS plays a major role in promoting regional expertise and has taken several recent initiatives, including:[287]

- Provide input to the development of the U.S. Army Training and Doctrine Command's Culture Training Strategy.

- Research the relationship between language, culture, and regional expertise.

- Establish funding/endowment possibilities for further language and cultural immersion programs for USMA cadets.

In addition, the foreign language faculty makes efforts to provide an overview, to the extent possible, of all regions (and cultures) where a particular language is spoken, not just the *primary* location. Moreover, sophomores take a regional history course that is aligned to a large extent with the language being studied.[288]

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[287] Downloaded from: http://www.dean.usma.edu/centers/cLRCs, 4 Oct 2010.

[288] Dr. Jeff Watson, Language Proficiency Chair, Center for Languages, Cultures and Regional Studies (CLCRS), 8 Sep 2010.

2. USNA and Regional Studies

The Naval Academy's Political Science Department does not offer an Area Studies major but does offer a Comparative Politics concentration consisting of courses covering eight regions of the world. Additional topical courses – for example, Islam and Politics or Comparative Political Economy – reinforce the comparative concentration.[289]

The History Department provides a strong regional focus to the midshipmen. Six permanent elective courses have a direct regional (i.e., non-American/European) focus: History of East Asia (HH361); History of the Middle East (HH362); History of Modern Latin America (HH363); History of Africa (HH364); Pre-Colombian and Iberian Empires (HH365), and Topics in Regional History (HH367). Additionally, the history requirement of the core curriculum consists of three required courses for every midshipman: U.S. Naval History, Western Civilization I, and Western Civilization II. To provide a more global exposure reinforcing the regional and cultural emphasis, the academy reshaped Western Civilization I into The West in the Pre-Modern World, and Western Civilization II into The West in the Modern World, both of which have greatly increased the exposure to global content in these more traditional courses. Two other courses were added – Asia in the Pre-Modern World and The Middle East in the Pre-Modern World – as allowable alternatives to the first of these two core courses (i.e., The West in the Pre-Modern World). In addition to being popular among the midshipmen, these two courses provide support for the new language majors in Chinese and Arabic.[290]

In 2005, USNA established the Center for Middle East and Islamic Studies (CMEIS), which focuses on the languages, history, economies, and cultures of that region. Staffed by a small cadre of personnel, it serves as a center of gravity for faculty affiliation across the various academic departments. The Center serves to enhance the educational opportunities of midshipmen through supporting international and regional study, curricular innovation, community outreach, and as a center for resources on all aspects of the Middle East and Islamic Studies. Between 50 and 1,000 midshipmen regularly attend lectures/speakers several times a month.[291]

Due in large part due to the success of CMEIS, four Regional Forums have been created with the specific intention of providing midshipmen an opportunity to enhance and sustain their LRC knowledge and awareness in regions other than the Middle East. The four regional forums are Asia/Pacific, Latin America, Africa, and Europe/Asia. They are specifically designed to sponsor such events as film screenings, cultural events, and guest speakers. In general, events are open to the Brigade on a voluntary basis.

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[289] Dr. Ellie Malone, Chair, USNA Political Science Department, 23 Sep 2010.

[290] Dr. Richard Abels, Chair, USNA History Department, 23 Sep 2010.

[291] Mr. Tim Disher, Head of the USNA International Programs Office, 22 Sep 2010.

Some events, however, are held on Saturday during regular midshipman training periods. In such instances, the event is coordinated through the Commandant's Training Office, since attendance at these training periods is mandatory for freshmen. Interested faculty members with appropriate regional expertise from the various academic departments of the Academy voluntarily created the forums. There is no effort to transform these into full-fledged "Centers" primarily due to a lack of financing. CMEIS and the regional forums are funded mostly from gift funds.[292]

3. USAFA and Regional Studies

The Air Force Academy offers a Foreign Area Studies (FAS) Major with coursework focused on one of six geo-cultural regions – Africa, Latin America, Europe, Asia, Middle East, or Slavic. The major is considered broadly interdisciplinary and incorporates foreign language, history, political science, economics, geospatial science, and cultural coursework in a region of specialization, as well as a comparative framework for understanding cross-cultural dynamics. FAS majors select a disciplinary emphasis (Economics, History, Geospatial Science, or Political Science) and are required to take a minimum of six semesters of an appropriate foreign language (equivalent to a minor in terms of course load).[293]

The major, initially offered in AY 1995-96, reportedly appeals to some cadets because it offers the ability to study dynamic interactions between areas of study. There are currently approximately 200 cadets (50 to 60 cadets per year) majoring in Foreign Area Studies. At present, the responsibility for administration of the major falls to the Foreign Language Department, although the International Program Council (an interdisciplinary committee) "owns" the major for accreditation purposes; an advisor can come from any one of the departments that participates in the major. Currently, the FAS major is not directly tied into the larger Air Force RAS-PAS program.[294]

The Comparative Politics course offered by the Political Science Department covers the major regions of the world in concert with the FAS major, as do the regional history courses offered by the History Department. The Economics and Geosciences Department has a very heavy regional focus in its geography courses and classes. Additionally, the Department embraces culture in both its international economics and regional economics courses. Even the basic macro economics course is interwoven with cultural aspects as one "can't understand anything without an understanding of the international aspects –

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[292] Dr. Michael Halbig, Vice Academic Dean, USNA, 22 Sep 2010.

[293] United States Air Force Academy Curriculum Handbook 2009-2010, p. 147.

[294] According to Col Uribe, Foreign Languages Department Head, this is unfortunate; he feels there should be a path for direct accession to the Regional Affairs Strategist (RAS) Career Field for cadets with a FAS degree.

one must understand socio-cultural dynamics in order to properly apply economic models and solutions (in other words, one can't separate culture out of economics)."[295]

The Political Science Department runs the semester-long elective "Model Courses" (funded by the USAFA International Programs Office). These include Model UN; Model Organization of American States, OAS; Model African Union; and Model NATO. (unlike the others, Model UN is also an extracurricular club.)[296]

Finally, Global Cultural Awareness (Geography 490) is a pure culture general course designed to:

> introduce students to major ideas, institutions, and events that shape human cultures and societies. It will use a comparative approach to the study of cultures around the world, focusing particularly on religions, languages, traditions, ways of life, and perceptions. The major objective of the course is for cadets to be able to compare and appreciate global cultures in a spatial context. The course will enable students to interact more sensitively and effectively with people from other cultures in today's Expeditionary Air Force.[297]

F. Culture Education in the Curriculum

The culture education focus at all three schools is less on dedicated individual courses and more on infusing a little "culture" everywhere throughout the curriculum. This sprinkling features aspects of both cultural and regional issues.

1. USMA and Cultural Content

As the proponent of cultural education at USMA, the role of the CLCRS Cross-Cultural Competence (3C) Chair is to integrate cultural and language efforts at USMA across the departments and to influence how the Army views culture. To promote 3C, the Center has recently undertaken several initiatives, including:

- Develop cross-cultural competence and regional knowledge assessment instruments for USMA cadets participating in study abroad programs.

- Support the Army Research Institute's cross-cultural competence project.

- Develop cross-cultural competence assessment instruments for use with all USMA cadets.

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[295] Interview with Col Neal Rappaport, Permanent Professor and Economics and Geosciences Department Head, 19 Aug 2010.

[296] Col Cheryl Kearney, Permanent Professor and Political Science Department Head, USAFA, 19 Aug 2010.

[297] United States Air Force Academy Curriculum Handbook 2009-2010, p. 267.

- Survey cross-cultural competence programs across DoD.

- Set up and host an annual cross-cultural competence conference at USMA.[298]

Culture is an integral part of a wide variety of courses across the curriculum. For example, at least once per week foreign language instructors are encouraged to dedicate their class to cultural topics or participation in some other non-textbook based activity. Additionally, language end-of-term exams must have a section dedicated to culture.[299] The Political Science Department presents a number of core courses with culture content; regional studies courses allow cadets to specialize in a specific region they choose.

The following extract from the Culture Goal Team's recent academic report describes the flavor of the cultural content at USMA:[300]

> There is no single core course devoted to the systematic education of culture and culture systems, nor to developing region-based knowledge of culture. However, cadets are exposed to culture-related instruction in a number of courses and extra-classroom settings during their four-year experience. Cadets apply their knowledge and understanding of culture in order to extend their academic learning, broaden their appreciation of diversity, and prepare themselves for the challenges of national service.

The Department of Geography and Environmental Engineering has human geography as its main emphasis but brings in cultural geography where appropriate. The Department Head considers this to be one of the key departments at the Academy for infusing culture and regional expertise in the curriculum. The view on culture and language instruction is that they can coexist in the classroom while not being joined.[301] The core Physical Geography course (EV203) contains five or six cultural (human geography) lessons as well as a discussion of the "generic" components of culture (culture general). While both geography majors, human and environmental, have culture-oriented content, the human geography major does have a more extensive cultural focus.[302] Additionally, the Geography of Global Cultures course (EV365) provides each cadet the opportunity to "develop an awareness of the diversity and distribution of people on the Earth, human organization and exploitation of territory, and interactions among culture groups. Particular emphasis is placed on social institutions, their impact on

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[298] Downloaded from: http://www.dean.usma.edu/centers/cLRCs, 4 Oct 10.

[299] Dr. Jeff Watson, Language Proficiency Chair, Center for Languages, Cultures and Regional Studies (CLRCS), 8 Sep 2010.

[300] "Culture Perspective Goal Team After Action Report, Academic Year 10", pp. 2-5.

[301] Dr. John Malinowski, Department Head, USMA Department of Geography and Environmental Engineering, 8 Sep 2010

[302] Dr. John Malinowski, Department Head, USMA Department of Geography and Environmental Engineering, 8 Sep 2010

economic development, and the subsequent identification and analysis of developed, emerging, and underdeveloped states."[303]

2. USNA and Cultural Content

The USNA Languages and Cultures Department, formerly the Foreign Languages Department, changed names in 2009 in order to more accurately reflect what is actually taught, which is not just language. The Department firmly holds to the belief that language and culture are interrelated and interdependent. Faculty members try to include bits of culture from whichever geographic location the particular language is spoken. They also make an effort to include, for instance, various intonations, pronunciations, and accents. This philosophy is supported by the diverse faculty, as well as in the actual curriculum. At the 100/200-level, this approach involves familiarizing students with regional variations within language; at the higher levels, students are actually taught these to the extent possible.[304]

- 100/200 level courses provide basic mastery of the language and a background in pragmatics, geography, dialectology, political systems, history, daily activities, arts of the people.

- 300/400 level courses continue linguistic refinement and develop sophisticated topics of literature, civilization, modern media, history, contemporary issues. They explore in-depth socio-historical issues through the lens of the target culture.

To assist midshipmen in gaining an appreciation for cultures not associated with the foreign language they are studying, several new courses on cultural topics are being taught in English. These include Introduction to Cultural Anthropology, Intercultural Communication, and Linguistics. The Department also sponsors cultural film festivals in Russian, Chinese, and Japanese, as well as provides support to cadet-run Language Clubs.

While USNA is engaged in many activities and while there are numerous programs that reinforce and/or broaden cultural understanding and awareness, there is no integrated formal approach to the study of culture at USNA.[305] Some parts of the faculty view this lack of a formal approach as problematic because of the need to provide all midshipmen with a general understanding of culture and relevant and reliable opportunities to develop skills that contribute to cross-cultural competence.[306]

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[303] Class of 2013 Department Catalog & Guide to Academic Programs, Department of Geography and Environmental Engineering, USMA.

[304] Dr. Sylvain Guarda, Department Head, USNA Languages and Cultures Department, 22 Sep 2010.

[305] Dr. Bennet and Dr. Rivera-LaScala, USNA site visit 22-23 September 2010.

[306] From: "Leadership and Culture in the Core," Department of Leadership, Ethics and Law. 9/22/2010.

In discussing the teaching of "culture-general" at USNA, several faculty members opined that teaching culture-general is possible but if not done carefully can run the risk of "culture light" (tourist-level info), which can inadvertently result in reinforcement of prejudices and misunderstanding. Similarly, they feel that a general culture course has limited value if it is designed for the entire Brigade (including those with little or no background or knowledge of other cultures). In their view, it is much more efficient to infuse courses across the institution with LRC; e.g., core courses in history, economics and political science raise the intellectual cognizance of the midshipmen regarding cross-cultural awareness, which is reinforced through language study.[307]

In an attempt to improve the level of 3C among the midshipmen, the Leadership, Ethics and Law Department (LEL) determined the four-part Leadership Education Core taught by the Department would provide a viable forum to approach general knowledge of culture in an integrated, logical and relevant fashion. The freshman course, Preparing to Lead (NL110), provides an introduction to those descriptive and social norms – codes of conduct – that shape human behavior and interactions. Moral Reasoning (NE203) provides an introduction to cultural awareness and the opportunity to examine cultural and moral relativism in the context of how others perceive us, with a special focus on the motivations of an enemy. The primary purpose of the Advanced Leadership course (NL310) is enculturation into the USN culture; it is designed to help cadets become officers. One aspect, Leader Communication Skills, includes a discussion of the cross-cultural aspects of communication (only general concepts are covered, not aspects of any specific culture). The final course in the series, Military Justice (NL400), examines, among other issues, the cultural context for the use of force.[308]

Several electives also address various aspects of culture. One of the more direct focuses on "culture general" is a senior course titled "Culture, Military Leadership and Global Human Terrain" (NL485E). A pilot course offered during the past two summers, it is a one-month program taught by a cross-Departmental faculty where participants receive both Commandant training credit and Dean academic credit. The course's primary goals are to provide future military officers with a broad understanding of the role of human terrain in communities, societies, and the armed forces, and for students to develop knowledge and skills that would assist them as officers to operate in complex military environments around the globe.[309] The LEL Department is currently working on getting the course sanctioned by the Faculty Senate and thereby institutionalized.

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[307] Dr. Bennet and Dr. Rivera-LaScala, USNA site visit 22-23 September 2010.

[308] From: "Leadership and Culture in the Core," Department of Leadership, Ethics and Law, 9/22/2010.

[309] Captain Mark Adamshick, "Naval Officers Must Be Culturally Educated." USNI, May 2010, pp. 164-166.

3.   USAFA and Cultural Content

Across the USAFA departments, several core courses address intercultural competence in varying degrees. As mentioned above, the foreign language courses not only focus on language acquisition but also present cultural knowledge about the regions of the world associated with the language studied. Culture and cultural issues are also interwoven into the History Department's Modern World History course for juniors (History 300). It "addresses a wide range of cultural, religious, and ethnic issues throughout the course. It begins with a survey of the origins of the world's civilizations, with an emphasis on world religions and philosophies. It ends by exploring origins of many of the world's current conflicts and developments of the 20th and early 21st centuries, by gaining insights into the role of cultural and religious differences in shaping the modern world."

The course on ethics (Philosophy 310) "addresses several major moral theories and their application to contemporary moral problems. Cadets are challenged to think about the relationship between ethics and cultural and religious backgrounds and perspectives." Intermediate Composition and Literature (English 211) "focuses on understanding different perspectives on major issues and therefore engages in cultural awareness, diversity, sensitivity to the value systems of others, and how to couch differences of opinion in language that is both sensitive and accurate."

The Political Science Department's offering, the American Political System (Political Science 211), "analyzes the foundations of American government, the linkages between people and the government, government institutions, civil liberties and civil rights, the making of public policy, and U.S. National Security. The course on ethics (Philosophy 310) "addresses several major moral theories and their application to contemporary moral problems. Cadets are challenged to think about the relationship between ethics and cultural and religious backgrounds and perspectives."

Finally, the Geopolitics course (Social Science 412) provides an interdisciplinary capstone experience for cadets (seniors) in the area of Intercultural Competence. Taught jointly by faculty members from the Political Science and the Economics and Geography Departments, it was offered for the first time in fall 2010. According to the course syllabus, it "addresses how geography and politics explain global conflict, national security issues, and the DoD mission… [the class] studies the relationship between world politics and geography and uses that relationship to describe and clarify the world."[310]

Culture is an integral part of many courses above and beyond the core curriculum. The Political Science faculty "tries to impress on cadets the importance of putting oneself in the other person's shoes" by weaving culture throughout many of the course

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[310]   Social Science 412, Geopolitics Cadet Syllabus, Fall 2010, 30 July 2010, p. 1.

offerings.[311] In addition, the Political Science 394 course specifically studies the role of culture on politics via in-depth looks at the various regions of the world. Cultural discussions are embedded throughout nearly all courses offered by the Military Strategic Studies (MSS) Department. MSS coursework consists mostly of strategy with cultural aspects interwoven, following the basic premise that military strategy must be adapted to local socio-cultural dynamics if one wants to succeed.[312]

G. LRC in the Academies' International Programs

The Academies' study abroad programs have grown substantially during the past five years, with an expanding variety of offerings available to increasing numbers of participants. The Academies also offer a range of other international programs. As with the semester abroad offerings, these programs also have grown substantially during the past five years in size and variety. The role played by the Olmsted Foundation is significant and will be addressed first.

1.   Olmsted Foundation

Established by Major General George H. Olmsted in 1959, the George and Carol Olmsted Foundation has been providing Active Duty scholars with language and cultural immersion opportunities for over five decades. The foundation has a wide range of programs enabling cadets and midshipmen, as well as graduates of the Service academies and ROTC to study abroad. The Olmsted Scholar Program, the foundation's "principal activity," provides graduates of the Service academies and ROTC with the opportunity to compete for two-year grants for graduate level study at foreign universities. Recipients of the grant engage in a one-year intensive language training program prior to initiating their graduate studies.[313]

For cadets and midshipmen, the Olmsted Foundation offers the Olmsted Overseas Travel and Cultural Immersion Program. Funded by the Olmsted Foundation, this program is administered by the cadet or midshipmen's academy or university.[314] The program is designed either by individual faculty or by award recipients with faculty

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[311] Col Cheryl Kearney, Permanent Professor and Political Science Department Head, USAFA, 19 Aug 2010

[312] Col Tom Drohan, Permanent Professor and Department Head Military Strategic Studies Department19 Aug 2010.

[313] The George and Carol Olmsted Foundation, Annual Report 2010, http://www.olmstedfoundation.org/olmsted/data/attachments/2010%20ANNUAL%20REPORT%201.doc

[314] The George and Carol Olmsted Foundation, Annual Report 2010, http://www.olmstedfoundation.org/olmsted/data/attachments/2010%20ANNUAL%20REPORT%201.doc

involvement and approval of itinerary. According to the Foundation's website, "Travel must be to and in a non-English speaking country with exposure to foreign language, diverse cultural perspectives and a consideration of the role of U.S. policy in that country or region."[315] Typically, the participants attend faculty-led pre-trip intensive preparation sessions, and are required to draft post-trip essays detailing the educational value of the experience. Some examples of such programs are detailed in the subsequent sections on each of the Service Academies International Programs.

2.   USMA's International Programs

In 2005, the program expanded in conjunction with the Defense Language Transformation Roadmap and now includes both foreign military academies, as well as civilian schools in a variety of countries.[316] The program's official goal (based on available funds) is 150 participants but actual participation is closer to 140 per year. The majority of the participants are juniors, but first semester seniors also participate. About 2/3 of the 2010 study abroad participants were language majors; about 10 percent of the participants were STEM majors.

Cadets seeking to go abroad must have at least a 3.0 GPA across physical, military and academics; applicants also are required to do an interview and write an essay in the foreign language. All cadets, regardless of major, are eligible to participate; a significant number of participants are language majors and double majors (with language). The academic credentials and accreditation of the receiving school is obviously a constraint. The receiving school sets the language proficiency standards, and the USMA faculty does a subjective assessment of the applicant's language skills. Most constraining for the prospective participant, though, is his or her own academic schedule (curriculum requirements) and what courses are available at the receiving school.

Two USMA organizations, the International Intellectual Development Department (IIDD) and the Center for Human Security Studies (CHSS), conduct and oversee USMA's international programs. The IIDD mission centers on planning, coordinating, resourcing, and organizing international activities to support USMA. As a staff agency

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[315] The Olmsted Foundation, " Undergraduate Program: Overseas Travel and Cultural Immersion Program," http://www.olmstedfoundation.org/olmsted/web/index.cfm?view=undergraduateProgram/vwContent& entID=68

[316] Initially, there was some resistance to the program's expansion, including from the Commandant who, though not totally against the program, was concerned about military standards potentially falling by the wayside (including physical fitness). According to COL Dimeo, the Commandant's office has not formally studied whether or not the program "hurts" military bearing, attitudes, etc. Historically, since the participants tend to be near the top of their class to begin with, they apparently stay there (for example, two of the four fall 2010 Regimental Commanders were Middle East participants (Arabic) the previous semester.

reporting to the Dean, it has a primary function to get people across the various Departments to work together. IID and CHSS coordinate with CLCRS to ensure LRC components of the programs are robust.[317]

There is a wide range of summer abroad programs available to USMA cadets.[318] Previously funded solely through the Department of Foreign Languages, the total program now receives more than $1.5 million from DLNSEO and the Olmsted Foundation. Largely due to the increase in available funding, the total program has experienced massive growth over the past few years, with approximately 300 events in 2006; 700 events in 2007; 1,100 events in 2008; and 1,200 events in 2009. Typical participants are either rising seniors or rising juniors. Some cadets will do as many as six summer immersions over the course of their time at USMA.

Success of the language immersion program is dependent on a large cohort of passionate and entrepreneurial individuals at USMA who develop opportunities – the personality of the institution drives people to seek foreign academic exchange programs. Faculty members or cadets interested in an immersion opportunity are free to find an appropriate location, develop a program, and find funds. The officer who develops the immersion program also develops the selection criteria; these programs have to cross boundaries of departments. A proposal for DLNSEO funds for a program with no language component will not be eligible for DLNSEO funds. Approximately 5 to 10 percent of the programs give academic credit to participants; some, such as attendance at the French Foreign Legion School or the Chilean Cold Weather School, provide the cadet with dual military and academic credit.

One of the functions of the IIDD office mentioned above is to link funding (primarily from DLNSEO and Olmsted Foundation) with proposed programs and monitor the proposals to ensure they are meeting any stipulations from the funding source. IIDD received 130 proposals in AY 2009-10 and funded 16 of them. Proposal submitters are also free to secure their own funding.

The Center for Human Security Studies (CHSS) Program was created in 2006 in response to the recognition that a "cross-culturally competent" component was missing from the USMA program. The intent of the program is to place cadets in demanding environments coupled with non-governmental organizations (NGOs). Although the

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[317] COL Dave Dimeo, Director, USMA Center for Languages, Cultures, and Regional Studies (CLRCS), 7 September 2010.

[318] LTC Gagnon, Associate Dean and Head of IIDD, 8 Sep 2010.

primary purpose is to provide the cadets exposure to non-U.S. cultures, working with NGOs (and becoming acquainted with their cultures) is a positive secondary benefit.[319]

The program started small with approximately 20 to 30 cadet participants. The number has been expanding (50 in 2010) and has been a "joint" ROTC (via Cultural Understanding and Language Proficiency, CULP) and USMA program since 2009. Unfortunately, there are hurdles that impede ROTC joining in with USMA in a fully Joint program, including difficulty of getting official passports for ROTC cadets and other bureaucratic hurdles. The NGO Cultural Immersion experience is usually a three-week program with groups composed of four or five cadets plus a faculty member escort at a specific location. Previous locations include:

- Operation Crossroads Africa – 8-week program; five participants ROTC and five USMA, no Officer in Charge (OIC)

- Cross Cultural Solutions Program (1/2 ROTC and USMA) eight to ten total
    - India, Thailand, Peru, Tanzania, Costa Rica, Guatemala

- Women in Progress: Ghana; microeconomics professor leads this program

- Rwanda Summer Program on negotiation and leadership

- Bedouin village in Israel – engineers without borders.

3. USNA's International Programs

USNA established the International Programs Office (IPO) to provide midshipmen out-of-classroom experiences related to language, regional expertise and culture(s). Its stated mission is to "enhance the internationalization of midshipmen education by seeking and facilitating opportunities that contribute to building knowledge and proficiency regarding strategically important geographic regions and foreign languages as defined by Navy leadership."[320]

The Semester Study Abroad Program (SSA), which supports the seven languages taught at USNA, provides midshipmen the opportunity to study at foreign naval academies or civilian universities. Students can be either juniors or first semester seniors; to date, approximately a third of the participants have been STEM majors. Total participation is about 30 midshipmen per year; the goal is to grow to 110 over the next 3 years. The fall 2010 program has 13 juniors and 9 seniors attending classes abroad. Successful completion of the semester results in a "roll-forward" of the cumulative GPA

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[319] Information provided by Dr. Ruth Beitler, Professor of Comparative Politics, Director, Conflict and Human Security Studies, USMA, 7-8 September 2010.

[320] United States Naval Academy International Programs Office brochure, received from CDR (ret) Tim Disher, Head, USNA International Programs Office, 23 Sep 2010.

the student had at the beginning of the semester abroad, so that their class standing is not adversely affected.

The IPO helps set up participants for success by providing opportunities for participation in Language Study Abroad Programs (LSAP) and Exchange Cruises prior to the semester abroad. IPO also developed a SSA prep course that includes taking the Intercultural Developmental Inventory (IDI) up front. Students took the entire semester set of courses in Chinese for the first time in 2009; two midshipmen did so in Arabic in spring 2010; all six students in China during the fall 2010 semester took the full class load in Chinese.[321]

The IPO attempts to send midshipmen to schools separate from where the other two Academies send cadets, but it has little opportunity to do this in the Middle East due to limited options. Midshipmen have attended schools in Canada, Colombia, Chile, Spain, France, Ukraine, Germany, Russia, Egypt, Jordan, Qatar, China, Singapore, and Japan. Military academies attended include Escuela Naval Arturo Prat (Chile), Escuela Naval Almirante Padilla (Colombia), Ecole Navale (The French Naval Academy), Saint-Cyr (French Military Academy), Escuela Naval Militar (Spain), Helmut Schmidt University (Germany), the Royal Military College of Canada; and the Japanese National Defense Academy.

The LSAP immersion provides a capstone opportunity for midshipmen, allowing them to enhance language skills, gain regional expertise, and become more familiar with the local culture. These experiences enable midshipmen "to communicate [with] and comprehend potential adversaries, enduring allies, and emerging partner nations" through increased awareness of foreign cultures and language competencies.[322] LSAP is available during each of the three summer training blocks during both upper-class summers. The selected midshipmen participate generally in a 4-week program (a couple are 6 weeks) in small groups (usually 5 to 15) escorted by a faculty member (most often a member of the Languages and Culture Department).

There are about 250 qualified applicants for LSAP programs every year. The summer 2010 program included 104 participants in eight countries, and a good number

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[321] Mr. Disher points out that these midshipmen are *not* heritage speakers; their language abilities were developed essentially during their four semesters in the classroom plus at least one LSAP program. One of these is Midshipman Gustavo Hernandez, Class of 2011. He was the first participant to study all courses in Chinese though he was not a Chinese speaker before entering the Academy. Upon his return, he was able to validate 11 USNA language courses. Hernandez earned a "Critical Language Scholarship" from DOS, as have four other graduates the past two summers; the USN and USMC are allowing delay entry into officer training for these people in order for them to participate in the Scholarship program.

[322] From undated USNA Language Studies Department presentation "Languages and Cultures LSAP 2010-11 (30 years of experience), received 22 Sep 2010.

were STEM majors. Approximately 90 of the 104 had never been outside the United States previously.

Every faculty member who has interacted with the midshipman informally assesses prospective LSAP participants. Generally, participants need to have at least the basic four semesters of language courses completed with at least a 3.0 GPA in the language. The summer 2011 Program will include language and culture programs in Chile, China, Egypt, France, Germany, Japan, Mexico, Morocco, Russia, Spain, and Senegal.

The LSAP program has existed at the USNA in some form for 30 years. Until 2007, it depended exclusively on private funding (primarily from the Olmsted Foundation). LSAP was made a Program of Record, $2 million, for FY 12.

    a. Exchange Cruises: All classes of midshipmen may pursue opportunities for training. Midshipmen participate in foreign exchange cruises; in recent summers these have included cruises with the navies of Australia, Brazil, Chile, France, Japan, Mexico, Portugal, Sweden, Spain, Thailand, Turkey, and Uruguay. Cruise opportunities are increasing from 10 to 85 participants in 2012. Cruises are designed not only for language speakers as some of the host navies prefer their own people to get English language training from the midshipmen.

    b. Faculty-Led Cultural Programs: Faculty-led small groups of midshipmen on ten-day to three-week programs to strategic regions around the world during the spring and summer. Faculty and students put together proposals; these programs, paid for by gift money (predominately Olmsted), are developed to cultivate a global perspective and increase regional understanding. They are not designed to be language-oriented.

    c. Foreign Exchange Officers: Foreign Officers teach classes at the Academy ranging from political science and foreign language to seamanship and navigation. They are serving in eight navies: from Brazil, France, Germany, Italy, Japan, Korea, Mexico, and the United Kingdom.

    d. Foreign Cadets: Four-year international students are fully integrated into the Brigade. There is a Title 10 legal limit of 60 international students allowed at any one time, with a list of priority countries in the OSD sourcing message. For these students, the sending country pays the full cost of attendance unless they obtain an OSD approval waiver.

    e. Other Programs: USNA has also developed opportunities affiliated with United States Embassies and U.S. armed forces abroad; several programs have been funded by Navy and Marine Component Commands. For example, eight midshipmen (along with eight USMA cadets) were sent to Combined Joint Task Force – Horn of Africa (CJTF-HOA) during the summer 2010. The IPO is working to increase opportunities for internships with Embassies.

4. USAFA's International Programs

The USAFA International Programs Division, which is a part of the Foreign Language Department, operates the international program. Most International Programs Division staff members are also foreign language instructors. USAFA and AFCLC are starting to collaborate to enhance cultural learning in study abroad programs.

During the spring semester of a cadet's junior year or the fall semester of the senior year, cadets with advanced language proficiency may participate in the Cadet Semester Study Abroad Program (CSSAP) at foreign civilian universities or the Cadet Semester Exchange Abroad Program (CSEAP) at foreign military service academies (see Table 7-4). Both programs provide capstone opportunities for the cadets and are designed to produce officers with a deep understanding of language and culture framed by military experiences and the study of regional/security issues.[323]

Table 7-4. CSSAP and CSEAP

CSSAP	CSEAP (reciprocal exchanges, number of cadets)
Arabic (in Egypt)	Canada (2 cadets)
Chinese (in China)	Chile (2 cadets)
German (in Austria)	France (8 cadets)
Japanese (in Japan)	Germany (2 cadets)
Portuguese (in Brazil)	Japan (2 cadets)
Russian (in Russia)	Spain (4 cadets)
Spanish (in Spain)	

Source: Talking Paper on USAFA Language and International Programs

- The Cadet Summer Language Immersion Program (CSLIP) [324] typically takes place during the summer between the sophomore and junior year and provides cadets the opportunity to expand their language skills in a rigorous, real-world environment. (See Table 7-5.)

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[323] Talking Paper on USAFA Language and International Programs. These talking points accompany slides #17-27 in the presentation "DFF Briefing Fall 10.ppt."

[324] Except where otherwise noted, the following program descriptions were extracted from a *Talking Paper on USAFA Language and International Programs*. These talking points accompany slides #17-27 in the presentation "DFF Briefing Fall 10.ppt".

Table 7-5. Cadet Summer Language Immersion Program

Language	Total number of Cadets participating	Location of trip (with number breakdown)
Spanish	56	Argentina (10), Costa Rica (11), Dominican Republic (7). Panama (9), Peru (8), and Spain (11)
Portuguese	27	Brazil (19) and Portugal (8)
German	20	Germany
French	40	France (26) and Morocco (14)
Chinese	60	China (44 in 4-wk program; 16 in 6-wk program)
Japanese	39	Japan
Russian	26	Ukraine
Arabic	26	Egypt (16 in 4-wk program; and TBD 10 in 6-wk program)

Source: Talking Paper on USAFA Language and International Programs

- As administered at USAFA, the Olmsted-funded Overseas Travel and Cultural Immersion Program develops participating cadets' cross-cultural competence in preparation to serve in dynamic global environment.

  – All cadets are eligible to participate in these trips, independent of language ability

  – 337 cadets and 74 permanent party escorts to 50 countries annually

  – Trips by region in FY 2010: Asia (25), Latin America (13), Africa (12), Western Europe (4), Eastern Europe (9), and Middle East (8)

  – Trips over winter, spring and summer breaks, proposals selected by DF Area Studies Groups (ASGs)-interdisciplinary committees with regional expertise and interest

  – Five cadets and an escort officer participated in the Tri-Service Academy program to Vietnam and Cambodia with USMA, USNA and ROTC counterparts.

- USAFA International Programs also include participation in cultural- and language oriented immersion programs by Air Force ROTC (30 cadets in 2009/10) as well as research programs undertaken by USAFA cadets which include significant cultural/language content and learning outcomes (15 cadets in 2009/10).[325]

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[325] Col Ron Machoian, Director, International Programs, 18 Aug 10.

a. Participation in and funding for USAFA cultural immersion and semester abroad programs has been growing steadily. In FY09 approximately $1.1 million was spent on cadets for cultural immersion programs plus another $250,000 on escorts; in FY10, these numbers increased to $1.8 million for cadets and $325,000 for escorts (some decreases are expected as programmed funding becomes tighter through FY13). The Olmsted Foundation contributes approximately $100,000 each year; with the Service supplying the remainder.[326]

H. Conclusion

Although the Service Academies have made significant strides with respect to the infusion of LRC throughout the curricula, they face a range of continuing challenges, many of which are endemic to academic programs in any setting. During our Service Academy site visits, staff and administrators repeatedly voiced three concerns: competing demands on students' time, stability of funding, and coordination challenges across the educational continuum.

Balancing the competing academic, professional, and personal development requirements placed on cadets and midshipmen is a concern shared by both student and academy leadership alike. The demands placed on students' time are significant with each cadet or midshipman generally taking a full academic load of 18 to 21 hours per semester, with a heavy emphasis on mathematics, science, and engineering. In fact, in general we found that regardless of the Academy or major, the curriculum "lacks flexibility; it is packed so full of content that any change is extremely difficult."[327]

Although recognized by staff and administrators as foundational for their future success as leaders, LRC is ultimately regarded as secondary to the more traditional concerns of a cadet's and midshipman's future career considerations. As stated by one interviewee: "everyone fully understands what the students eventually are going to be doing for a living."[328] The Service Academies' administrators, teachers, and students all recognize that the primary purpose of these institutions is not the training of language speakers or regional experts.

Even though there is no question that LRC features prominently in the Academies' respective curricula, one of the main recurring hurdles they face involves stable funding. The LRC course offerings and the extra-curricular programs are costly. The DLNSEO

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[326] Col Ron Machoian, Director, International Programs, 18 Aug 10.

[327] Annual Report of the Intellectual Domain Team, United States Military Academy - Academic Year 2010, 9 August 2010, p. 13.

[328] Many interviewees stated it this way: The xx department is not in the business of graduating xx majors but rather is in the business of developing officers for the combat arms and combat arms support.

funding provided by the respective Services and private entities (such as the Olmsted Foundation) has had a tremendous impact on the ability of the Academies to provide a wealth of LRC-related opportunities. Without these funds, the Academies would be unable to hire the additional language instructors or to provide overseas trips for more than a handful of students.

Finally, the Academies face coordination challenges regarding goals and requirements across the educational continuum. For example, USMA's Cultural Perspectives Goal Team identified a "lack of intentional coordination, integration, and reinforcement of cultural education across the curriculum."[329] The Academies' efforts to establish overarching paradigms and organizing constructs for developing their respective academic curriculum – identified as "Goals" at USMA, "Attributes" at USNA, and "Outcomes" at USAFA – may alleviate some of these coordination challenges. Given that each of the Academies features LRC prominently in their educational continuum as a central component of developing "Officership," as these organizing constructs mature, the LRC content may become a more deeply rooted facet of the curricula.

In the next chapter, we examine how LRC has been approached by other Officer accession programs. Although, in comparison to the Service Academies, these other accession programs offer fewer LRC opportunities, there are LRC programs available to these cadets and some requirements they must fulfill.

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[329] Annual Report of the Intellectual Domain Team, United States Military Academy - Academic Year 2010, 9 August 2010, p. 13.

8.   LRC Content in Other Accessions Programs

This chapter examines the approaches taken by other Officer accession programs to LRC within the curricula. For ROTC, we survey the three Services in terms of their overall LRC-related requirements, examine relevant programs and efforts that affect all ROTC cadets, and provide a case study of one specific example of a ROTC program's approach to LRC. We also provide an overview of LRC in OTS/OCS.

ROTC programs face constraints as to what they can include in cadet training due to the scheduling issues and requirements of the ROTC and university systems. Across the Services, the infusion of LRC into ROTC is in competition with a wide range of demands and requirements. The different approaches taken by each Service are discussed below.

A. Army ROTC

The Defense Language Transformation Roadmap marked a key shift in the LRC focus within Army cadet training and was the impetus behind a number of programs promoting foreign languages and increased cultural understanding within the cadet corps, in particular the U.S. Army Cadet Command's (USACC) Cultural Understanding and Language Proficiency (CULP). CULP focused on developing a system of programs and incentives aimed at building a solid foundation for Culture and Language Studies to move the general Cadet Population toward Culture and Language Competence.[330]

The USACC CULP strategy involves the creation of a comprehensive system of complementary programs and incentives to produce the "intended outcome of Commissioning Officers who possess the right blend of language and cultural skills required in support of global operations in the state of persistent warfare expected in the 21st Century."[331]   The goal is to plant a seed for knowledge in this area, while acknowledging that the country-specific benefit to the Army may not be evident for years. The previous requirement stated that 75 percent of Senior Reserve Officers' Training Corps (SROTC) cadets must complete two semesters of the same foreign language. The new requirement has been expanded to reflect the Commanding General's desired outcome for 50 percent of all SROTC cadets to experience OCONUS culture and language immersion.[332] Figure 8-1 shows the areas to which cadets deployed in 2010,

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[330] MAJ Ray Causey, USACC DCS G-3 CULP Chief, Cultural Understanding and Language Proficiency (CULP) Policies, Programs & Initiatives brief. p.2

[331] USACC PAM 145-3-2 USACC CULP strategy.

[332] USACC CULP Programs, Policies and Initiatives Brief, USACCDCS G3 CULP Division, Fort Knox, KY.

while Figure 8-2 shows the priority areas for 2011, based on the Strategic Languages List.

CADET COMMAND DEPLOYMENTS – FY'10

INTERNSHIP	TYPE	IN-COUNTRY DATES	#CDTS	CADRE
CC-MOROCCO (ROYAL MOROCCAN MILITARY ACADEMY)	MIL2MIL	8 MAY - 1 JUNE	22	2
CC-CHINA	NGO/HUM	15-MAY- 5 JUN	22	2
CC-GHANA	NGO/HUM	15MAY-5JUN10	22	2
CC-TANZANIA	NGO/HUM	22MAY-12JUN10	22	2
CC-MOROCCO-LANG	LANGUAGE	23 MAY - 14 JUNE	22	2
CC-RUSSIA-LANG	LANGUAGE	26 MAY - 17 JUNE	22	2
CC-CHINA/MONGOLIA-OSIRA (26 May - 25 Jun)	OSIRA	1JUN-30JUN10	8	2
CC-EGYPT-OSIRA	OSIRA	1JUN-30JUN10	8	2
CC-SENAGAL/GAMBIA-OSIRA	OSIRA	1JUN-30JUN10	8	2
CC-WHINSEC/AIRBORNE-COLUMBIA-FT BENNING, GA	LEADERSHIP	1-JUN - 23 JUL	20	1
NG-BOTSWANA-NCNG (MIL-MIL AND SERVICE PROJECT)	MIL-MIL / NGO/HUM	5-27 JUNE 10	8	1
CC=GUATEMALA	NGO/HUM	PLANNING 6 JUN - 27 JUN	22	2
CC-SLOVAKIA (SLOVAKIAN MILITARY ACADEMY)	MIL2MIL	PLANNING- 11 JUNE - 4 JUL	22	2
CC-RUSSIA	NGO/HUM	20JUN-12JUL10	22	2
CC-THAILAND	NGO/HUM	3JUL-24JUL10	22	2
CC-TAIWAN	NGO/HUM	10 JUL - 3 AUG	22	2
NG-BOTSWANA-NCNG	LEADERSHIP	12-JUL - 20 AUG	20	1
NG-MONGOLIA EXERCISE KHAAN-QUEST	LEADERSHIP	AUGUST (TBD)	2	0

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Source: U.S. Army Cadet Command CULP Programs Policies and Initiatives Brief

Figure 8-1. USA Cadet Command FY '10 Deployments

Figure 8-2. FY '11 Immersion Deployment Priorities

As one of the best means to inculcate cultural and language knowledge, multiple immersion programs are available to ROTC cadets. The Olmsted Scholarship is being used to send a number of cadets outside the U.S. for various immersion programs. In 2006, six cadets participated, compared with 2007, when 21 cadets participated in the program. The program first became a Program of Record in 2007; in October 2009, it became a Program of Record with a more stable funding source. Within the ROTC population of 35,000 cadets, more than 500 participated in 2010 in various culture and language immersion programs, with the goal being 1,500 of the sophomores and juniors. Previous programs included programs with military academies in Slovakia and Morocco and humanitarian work in El Salvador.

Within the Army, experience has revealed that culture and language-related goals are best met (and pursued) via a range of monetary and non-monetary incentives. The Foreign Language Incentive Pay program exists within Cadet Command as Culture and Language Incentive Pay. In 2009, more than 1,300 cadets participated with a substantial increase in 2010. A non-monetary incentive is the award of points for language/culture-training that contributes to the cadet standing on the Order of Merit List.

In conjunction with the Army Research Institute (ARI), Cadet Command is developing a program to assess the cultural gains the cadets obtain from the various

programs and experiences. The program is looking at the various competencies and conducting pre and post experience tests to assess the level of learning.

In order to build on efforts already in place, Cadet Command is also implementing a number of other programs. In partnership with the National Security Education Program, the Institute for International Education (IIE) aims to develop language program hubs at major institutions for cadets from schools without language programs. The program will provide them the capability to obtain language education. Some schools such as North Georgia College and State University are moving their campus toward an international focus, including various total language immersion programs. The goal is to become and provide regional language hubs that in conjunction with a summer or a semester of study abroad can achieve 1+ level language capabilities.[333]

1. **Leader Development and Assessment Course (LDAC) / Warrior Forge**[334]

All Army ROTC students participate in LDAC/Warrior Forge during the summer between their Junior and senior years. Since 1993, LDAC has been held at Joint Base Lewis-McChord, south of Seattle, Washington. For 2010, more than 6,720 cadets were scheduled for training, including a limited number from USMA and participants from allied nations (UK this year). LDAC is a 29-day program whose main focus is the appraisal of leadership qualities of students. In 2010, the program was held from 14 June to 8 August. This training, which is part of the overall program for ROTC students, is the single point assessment required for all Cadets.

8th ROTC Brigade, which is the planning and executing headquarters for Cadet Command, has the lead in planning and executing LDAC/Warrior Forge. The instructors comprise ROTC Professors of Military Science (PMS) (O-4/O-5) from various universities and newly commissioned Second Lieutenants who attended the course the previous year. Cadet Command has the oversight/direction for cadet training, and the course uses a TRADOC Common Teaching Scenario (CTS) with Islamic culture lessons and Spanish as the foreign language spoken.

For all Army pre-commissioning sources, the Basic Officer Leadership Course (BOLC) Common Core Task List (CCTL) is the source document for curricula and training. One of those tasks – "Maintain Cultural Awareness" – is a "Proficiency" task,

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[333] Teleconference with Ray Causey, Cadet Command, on 18 June 2010.

[334] Site Visit to Fort Lewis LDAC/Warrior Forge 14-15 July 2010.

which means it must be trained and then evaluated against a standard. There are now six associated Performance Standards (PS), as depicted in Table 8-1.[335]

Table 8-1. BOLC CCTL: "Maintain Cultural Awareness" Performance Standards (PS)

PS	BOLC Specific Lesson Requirement
PS1:	Explain the Major Components that Comprise a Culture
PS2:	Explain the Major Components that Comprise American Culture
PS3:	Explain the Major Factors that Makeup Islamic, Iraqi, and Afghan Culture
PS4:	Address COE Cultural Factors that Impact Military Operations
PS5:	Explain the major factors that make up Afghan culture
PS6:	Arab naming conventions

Source: Final Approved CCTL 09 28 2010 (Updated 11 16 10), AKO

The TRADOC Culture Center is the proponent for this BOLC Task list, and TRADOC's DCG-Individual Military Training (DCG-IMT) is the proponent for the BOLC CCTL, currently under revision.[336]

Cultural Awareness (CA) Training consists of a five-hour block in the early/middle stages of the course, with the training being reinforced during multiple field exercises where all aspects of the training come into play. CA training is conducted by an instructor (PMS) and an assistant (Second Lieutenant) for approximately 40 students at a time. The students are in an outside environment, in bleachers with the instructors teaching from display boards, mainly emphasizing the material via aural means. The students are also provided with background materials regarding the customs and language of the subject region (Spanish language in an Islamic area) along with Reconnaissance (RECCE) features for the combatants and non-combatants. This handout also included vocabulary and commands/questions in the foreign language and Cultural Customs/Gestures/Taboos that all students should be aware of. Students are expected to learn these lessons and apply them during scenarios and all other training. Ability to do so was one of the areas evaluated by the instructors.

The scenario training takes place during the CA field training five-hour block of instruction. They are event-driven scenarios based on actual tactical experiences and lessons learned. Most of the PMS instructors are combat veterans and bring that experience into the teaching environment. There are five scenarios increasing in difficulty, and participation by all students is required in at least one event. The instructors delineated the scenario and the roles, and during interplay would periodically stop the scenario and bring out learning points, "dos and don'ts" from the participants.

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[335] Common Core Task List (CCTL), Final Approved, 09 28 2010 (Updated 11 16 10), AKO, "Common Core Task List (CCTL) Synch Working Group #1," 16-18 November 2010, Fort Eustis VA, prepared by MAJ Donavan Locklear, [slides accessed via AKO]

[336] Email with COL Dan Miller, G3, Cadet Command dated 23 June 2010.

This method was employed effectively with the students, who were being given the first chance to identify the issue.

The curriculum for LDAC is critiqued and evaluated yearly, with changes implemented for the following year. After Action Reports (AARs) were successfully implemented as both Cadre and students took every opportunity to critique/mold the teaching process as it developed instead of waiting until the scenario was over, by which time the point of discussion is either forgotten or not deemed as essential.

An example of Army ROTC: North Georgia College and State University (NGCSU)[337]

NGCSU, a 4-year liberal arts school and one of the U.S. senior military colleges, provides Army ROTC Cadets with numerous LRC-related opportunities. NGCSU represents an example both of Army ROTC, as well as an effort to provide LRC-related opportunities in a manner that fits within the ROTC framework.

NGCSU offers seven modern languages: Arabic, Chinese, French, German, Korean, Russian, and Spanish, requiring 2 semesters of language study for all students. One way NGCSU makes language instruction more feasible for ROTC cadets is through the Summer Language Institute (SLI), a six-week summer language and culture immersion program. In 2008, NGCSU launched the program with Chinese for 8 cadets and 8 civilian students, expanding in 2009 to include Arabic and Russian; in 2010 it added Spanish to the program.

Initiated in the fall 2010, Strategic Language Intensive Program (SLIP) enables students to develop a level of proficiency in a strategic language and its associated culture that will allow practical application of these skills after graduation. SLIP is offered during the school year, currently in Arabic (15 cadets) and in Chinese (7 cadets and 2 civilians). Students take language class 5 hours per day, 5 days per week. Designed to cover two 100-level plus two 200-level courses in the fall semester and four advanced-level courses in the spring semester, it includes the summer immersion program.

With regards to culture-oriented education, the entire staff and faculty at NGCSU is:

> working on a new project to embed cultural training/education into our core curriculum to a greater extent than what is already taught in the ROTC curriculum and more indirectly though language courses and courses like Global Issues, World (Modern) Civilization & Human Geography. Our current efforts will focus on meeting requirements for pre-commissioning PME specified in the Army Culture and Language Strategy published in December. We will not try to replace what is already found in the ROTC POI but instead will augment and reinforce it to cover gaps through a modification of learning objectives in core courses required of all students. [338]

Although not a formal thread, language and culture are nevertheless considered to

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[337] Extracted from Memo from the President, NGCSU to the Executive Assistant to the President, 17 February 2009, Subject: Internationalizing the Campus Task Force.

[338] Email from COL Billy Wells, USA (Ret), Executive to the President, NGCSU on 26 Jul 2010

be and are a natural and integral part of the political science culture at NGCSU. The International Affairs major has the term 3C in its mission statement, and there are about 130 International Affairs majors currently with approximately 80-90 of them cadets. The capstone course for second semester seniors integrates 3C knowledge and concepts. The school is working on developing an assessment tool for both culture and regional expertise. [339]

B. Navy ROTC

The Naval ROTC (NROTC) program includes 60 NROTC units present at 73 universities nationwide with a total of 153 universities participating via cross-town agreements. Cross-town agreements exist in some cities/regions, where not all universities have an actual NROTC presence. The annual goal of the NROTC program is to graduate approximately 750 Navy-option and 380 USMC-option officers. In order to achieve this, the programs annually access almost 1,500 students in various NROTC programs, ranging from 2 to 4 years. Of the Navy Option student accessions, the expectations are that 85 percent of them will be accessed in Tier 1/2 technical programs, including Engineering and hard sciences such as Math and Physics. The remaining 15 percent are slated for non-technical degrees. The desired end result is a 65 percent graduation/commission rate in Tier 1 and 2 technical degrees.

Due to a requirement that they complete one LRC related course, all NROTC students have some exposure to LRC content. More robust LRC-related opportunities are also available, including the LREC Major Program and NROTC foreign exchange programs.[340]

1. Navy's LREC Major Program

The LREC academic major policy for select midshipmen ensures that as commissioned officers, they possess LREC attributes desired by the Navy. The goals of the program are 30 to 40 accessions yearly into the program with a graduation rate of approximately 20 each year. Although initially perceived as a small number, the 20 LREC graduates constitute almost 20 percent of the 15 percent non-technical graduates the Navy expects each year.

In 2009 and 2010, the program was unable to recruit sufficient numbers of LREC Major students. In year-grade, 2009, only 18 students remained as rising sophomores, with more likely dropping before graduation. This drop rate cannot be attributed

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[339] Site Visit and Interviews with Dr. Chuck Robertson, Chair, Psychology Dept, Michele Hill, Assistant Professor of Psychology & Leadership, Dr. John Minor, Assistant Professor of Political Science, NGCSU, 30 Sep- 1 Oct 2010.

[340] Naval Service Training Command (NSTC) Pensacola meeting 11 August with CDR J.R. "Jasper" Jones, USN, Head of Professional Development for the Navy ROTC Programs.

specifically to the LREC program, but is likely part of the overall NROTC student attrition. For 2010, the goal of 30 scholarship LREC students has not been met.

The specific LREC majors are determined by a review of the majors being offered by the various NROTC participating universities. It is conducted at the Naval Training Service Command (NSTC) office with some input from the Navy Foreign Language Office (OPNAV N13F) office. This review of majors is done on a yearly basis to ensure appropriate majors are being considered. There is not an established explicit goal of specific regions or languages.[341] The areas of regional focus are Africa (Sub-Sahara and North Africa), Central Asia, East Asia/China, Middle/Central/Latin America, Middle East, South Asia, Southeast Asia, Southwest Asia, Russia/Eastern Europe. The program features the following languages: Arabic, Pashto, Cambodian, Persian, Central Asian Languages, Portuguese, Chinese, Russian, Dari, Serbo-Croatian, Farsi, Somali, French, Spanish, Hebrew, Swahili, Hindi, Tagalong, Indonesian, Thai, Japanese, Turkish, Kurdish, Urdu, Malay, and Vietnamese. The language requirement in the LREC major is for 12 credit hours of the same language, increasing in difficulty. Table 8-2 shows the majors and languages for the 18 students in the program in 2010:

Table 8-2. 2010 LREC Majors by Major/Language

Major	Language	Students
African Studies	Hausa	1
Asian Studies	Japanese	1
Eastern European	Russian	1
International Affairs	Russian, Chinese	6
International Business	Arabic	2
International Relations	Spanish	1
Middle-East Studies	Arabic	2
Political Science	Chinese	1
Russian Studies	Russian	1
Latin Studies	Spanish	2

Source: Naval Service Training Command (NSTC) Pensacola meeting 11 August with CDR J.R. "Jasper" Jones, USN, Head of Professional Development for the Navy ROTC Programs.

As part of the LREC program, all non LREC Major students are required to take an LRC relevant class during their Junior year. These courses vary in scope and depth from university to university, and there seems to be no consistency other than they involve

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[341] NSTCINST 1550.1B LREC academic Policy for NROTC

some type of Cultural/foreign area subject. The courses are approved by NSTC from various courses submitted by the NROTC units.

NSTC has various foreign exchange programs that are done in lieu of the first-class cruise (junior to senior year summer program). These exchange students operate with foreign naval units for the duration of the program. In 2009, 72 students participated; 52 students took part in an exchange program in 2010. This decline in participation may have been the result of insufficient funds available. For 2010, the exchange program featured the countries listed in Table 8-3.

Table 8-3. NROTC Exchange Programs

Country	# of cadets
Brazil	2
Canada	4
Chile	2
Denmark	2
Finland	2
Germany	2
Japan	20
Norway	2
Poland	2
Spain	2
Sweden	2
Thailand	2
Tunisia	1
Turkey	2
UK	3

Source: Naval Service Training Command (NSTC) Pensacola meeting 11 August with CDR J.R. "Jasper" Jones, USN, Head of Professional Development for the Navy ROTC Programs.

There was no funding for Olmstead Scholarships for NROTC students in the 2010 year. Previously, seven to ten NROTC students per year would participate in study-abroad programs. There is uncertainty regarding the future availability of funds. Olmstead scholarships are still available in a limited number to officers at various points of their careers.

As part of the Defense Resource Management Institute (DRMI) program at Naval Post Graduate School (NPS), a number of NROTC students were exposed to foreign cultures. This program developed in an almost *ad hoc* manner via personal contact and

relationships resulting in visits to countries such as Moldova, Bulgaria, and Ukraine. Funding also was not formally established and resulted from cooperation with NPS. While seven trips were originally scheduled, only three took place as a result of funding issues. NPS provided approximately $2,000 per student.

C. Air Force ROTC

The Air Force ROTC (AFROTC) program is located at 144 detachments at about 900 colleges and universities. As of April 2009, cadet enrollment included nearly 12,000 students, with approximately 5,200 on scholarship.[342]

The primary curriculum areas taught in AFROTC include leadership studies, field leadership, and profession of arms, military studies, international security studies, and communications skills. These subjects must be fit into one hour of classroom work and one to two hours of leadership laboratory each week for freshmen and sophomores, and three one hour classes and a two- to three-hour weekly leadership laboratory each week for upperclass students.[343] Because ROTC students attend AFROTC classes along with their load of regular college courses, there is limited opportunity to affect the coursework of ROTC students.

One way the Air Force emphasizes culture in the ROTC program is through "Learning Outcomes." One of these expects the newly commissioned officer to "be culturally aware…. The graduate must comprehend cultural awareness and demonstrate respect for social diversity, organizational dynamics, joint perspective, and global differences."[344] To the degree possible, culture-general principles are taught throughout the ROTC program.

The AFROTC Program contains no language instruction as an integral component of the program. In previous years, Air Force leadership wanted all ROTC students to take two years of language courses. Since technical degree students were already taking 5 years just to complete their normal requirements (the ROTC program adds about 24 hours to a degree program), a 2-year language requirement was infeasible.[345] The Air Force does, however, require students pursuing non-technical degrees (currently about 30

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[342] Air University Catalog Academic Year 2009–2010, p. 176.

[343] Air University Catalog Academic Year 2009–2010, p. 178.

[344] Air University Catalog Academic Year 2009–2010, p. 177.

[345] Interview with Mr. J.C. Mann, Col, USAF (ret), Deputy Registrar, AFROTC, 29 July 10. For technical degrees that require 5th year to complete requirements, there's a DoD directive approving 5 years of funding [i.e. additional year]; during that 5th year the ROTC student can also take some language, but the purpose for the funding is for the completion of the technical degree requirements

percent of total ROTC students) to take a minimum of 12 semester hours (or 18 quarter hours) of any foreign language on the DoD SLL.[346]

As an additional incentive, there are non-competitive scholarships available – such as the Foreign Language Express Scholarship (FLEX), approximately $18,000 a year – for students who take a Category 4 foreign language. Additionally, all cadets are eligible for Foreign Language Proficiency Pay (FLIP)/Foreign Language Proficiency Bonus (FLPB), a program that pays up to $3,000 a year, scaling up depending on number of classroom hours and the level of the course (e.g., 100, 200.) The Air Force is pursuing setting up a similar program for Area Specialists, with the requirement of at least 21 hours of regionally relevant language.

D. Officer Candidate School (OCS) / Officer Training School (OTS)

While there are variations across the Services, candidates progressing through OCS/OTS do not get extensive LRC content during the generally brief training programs. The following overview describes what we found in terms of training and courses related to LRC issues.

1. Army OCS

Within the Army, the majority of commissioned officers are accessed via ROTC (55 to 60 percent), with the remainder via OCS and USMA (more being commissioned via OCS than USMA).[347] During OCS, there is limited opportunity for LRC subject matter; cadets attend a one-hour basic introduction to LRC, during which the focus is on what is expected of the cadets as commissioned U.S. Army officers.[348] In addition, via Army Knowledge Online (AKO), OCS Candidates have access to videos and on-line training relating to understanding their own culture, American sub-cultures, and other concepts relating to Values, Beliefs, Behaviors, and Norms (VBBN).[349]

The ACFLMO is working with TRADOC Initial Military Training (IMT), as well as Accessions Command, "to ensure all newly commissioned officers receive challenging and effective culture and language training and education during IMT." The ACFLMO has a suspense established that by the 4th Quarter of FY11, a "minimum standard

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[346] Ibid. According to Mr. Mann, prior to the Defense Language Transformation Roadmap, non-technical degree students had to take 12 hours of technical courses; now, the requirement is 12 hours of language – "This was the tradespace."

[347] Defense Manpower Data Center (DMDC), Appendix B: Active Component Enlisted Accessions, Enlisted Officer Accessions, and Officer Corps Tables, 2009, http://prhome.defense.gov/MPP/ACCESSION%20POLICY/PopRep2009/appendixb/appendixb.pdf

[348] Ray Causey, USACC CULP Director, Teleconference 18 Jun 2010.

[349] "What is Culture," Training Future Soldiers and Leaders, Cadre Training, http://www.tradoc.army.mil/dcgimt/imt-bct_whatisculture/

baseline" for LRC will be established and efforts will be made to provide opportunities to move beyond that baseline, as appropriate.[350]

2. Navy OTC

Officer Training Command (OTC) is responsible for accession training programs for all Naval Officers other than those accessed via the United States Naval Academy (USNA) or Naval Reserve Officer Training Corps (NROTC). OTC, which operates in Newport, Rhode Island, under Naval Education and Training Command (NETC), includes five schools/courses. All include military, physical, and some type of special emphasis program training. OTC is sometimes incorrectly confused with OCS. OCS is one of the five programs under OTC, which in total commissioned more than 3,800 line and staff officers in FY 2011 – approximately 65 percent of all officer accessions.

The programs overseen by OTC and projected graduates for FY 2011 include:[351]

- Officer Candidate School (OCS) – 1,280. It is a 12-week program that includes line officers, CEC (Seabees), Supply Corps.

- Officer Development School (ODS) – 1,420. This is a 5-week program whose purpose is to provide Staff Corps Officers and Nuclear Power Instructors/Engineers with training necessary to prepare them to function in their role as newly commissioned Naval Officers.

- Direct Commissioning Officer Indoctrination Course (DCO) – 484. This 2-week course is designed to prepare candidates such as Doctors and Lawyers for futures as commissioned officers.

- Limited Duty Officer/Chief Warrant Officer (LDO/CWO) – 608. This 4-week program is designed for Enlisted Service members promoted to LDO/CWO rank.

- Naval Science Institute (STA-21 Seaman to Admiral program) – 227. A 6-week, program for Enlisted members who go on to attend universities of their choice as Officer Candidates, with paid tuition and full pay and benefits.

Given a very short duration training schedule, there is no formal or informal LRC training conducted during any of the OTC Programs. The curriculum is currently in revision; however, there are no plans to include LRC training. Programs range from 2 to 12 weeks, with a heavy emphasis on academics and physical training. The requirements for the training are driven by Professional Core Competencies.

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[350] "Common Core Task List (CCTL) Synch Working Group #1," 16-18 November 2010, Fort Eustis, VA, prepared by MAJ Donavan Locklear, [slides accessed via AKO]

[351] OTC site visit, 3 September 2010 with LCDR Seiho Brown, OTC Operations Officer, LCDR Kevin Anderson, N7/N9 Training and Readiness Officer; and LCDR Telford.

There are 11 Navy Knowledge Online (NKO) courses that those students are required to complete prior to graduation; however, the LRC courses developed by U.S. Naval War College (NWC) and available via NKO are not included among them. The faculty indicated that they present an "awareness" of other NKO courses available, including the LRC courses.

No formal feedback loop exists from the gaining commands of graduates since the program moved to Newport from Pensacola in 2007/2008 timeframe. While there are plans to reestablish the feedback and assessment program, at present there is no deadline.

3. Air Force OTS

The Officer Training School (OTS) at Maxwell Air Force Base (AFB), which is a 12-week program designed to commission 800 to 1,200 officers annually, provides basic officer training.[352] Since they share the same curriculum, Air Force OTS content overlaps substantially with AFROTC. The OTS faculty is in the process of modifying the existing Regional Studies program into a more expansive 34-hour "Regional and Cultural Studies" program as part of the Air and Space Studies 400 course. As an integral part of this course, students will apply a common learning framework developed via a culture-general module to specific cultures when examining particular regions of the world. In order to expand the course, the current seven regional lessons will be shortened from four hours each to three. The new curriculum arrangement, however, will include improvements in course conduct that link regional studies, the culture-general framework, and issues/interests (e.g., drug trafficking in Latin America, ecological destruction in Africa). In this way, the OTS faculty hopes the changes to the course will improve regional expertise and enhance students' ability to apply culture general analytical frameworks to specific regions and issues.[353]

4. Marine Corps OCS

The Marine Corps has a variety of programs to enable individuals to become commissioned as Second Lieutenants; however, except for Naval Academy graduates (accounting, on average, for 15 percent of newly commissioned officers),[354] all must attend the Corps Officer Candidate School (OCS) located at Quantico. The only culture presented during the one ten-week session or two six-week sessions (depending upon the

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[352] Air University Schools and Centers Overview.docx

[353] *Air University Quality Enhancement Plan 2009-2014: "Cross-Culturally Competent Airmen"*, p. 26. Possible future modifications may integrate cross-cultural elements to the existing communications portions of the curriculum in order to address such skills as negotiating, relating and communicating across cultures.

[354] Marine Corps website, "Commissioning Programs," http://officer.marines.com/marine/making_marine_officers/commissioning_programs

entry program) at OCS is "Marine Culture." Graduates of OCS or the Naval Academy –
now newly commissioned Marine Corps Second Lieutenants – then attend The Basic
School (TBS) also located at Quantico. Both OCS and TBS fall under TECOM's
Training Command organization. The six-month TBS curriculum, which focuses on the
skills and knowledge required to lead rifle and weapons platoons, includes a one-hour
culture training course taught by CAOCL.[355] While at TBS, students are screened and
tested to determine foreign language proficiency, with the results put into the Marine
Corps Total Force System.[356] Upon completion of the TBS program, Second Lieutenants
receive their career-long regional assignment – one of 17 global regions – to begin
culture and language familiarization.[357]

E. Conclusion

In this chapter, we examined the infusion of LRC into the Officer accession
programs that are not part of the Military Academy system. We surveyed the three
Services' LRC-related requirements and opportunities for ROTC cadets and midshipmen,
as well as LRC content available as part of OTS/OCS. In contrast with the Military
Academies, ROTC programs face greater constraints in terms of funds and time available
for LRC related content. With the ROTC content structured as elective courses and
summer programs, the emphasis of the curriculum is on such subjects as military
operations and tactics, weapon systems, laws of war, ethics, and leadership issues. In
addition, across the Services, the available scholarships go primarily to STEM majors.
Given that OTS/OCS programs are compressed into 10 to 17 weeks, the emphasis there is
likewise on preparing candidates to be ready to assume their roles as commissioned
officers.

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[355] Interview Dr. Paula Holmes-Eber and Lt. Col. Luis A. Mercado, Chief Instructor, Marine
Expeditionary Warfare School, 25 August 2010.

[356] U.S. Marine Corps, "One-Time Screening of All Marines for Foreign Language Capabilities and
Identification of Language Requirements," MARADMIN Active Number 573/03, 10 December 2003.

[357] Interview Dr. Paula Holmes-Eber and Lt. Col. Luis A. Mercado, Chief Instructor, Marine
Expeditionary Warfare School, 25 August 2010; and James K. Sanborn, "Corps to Have Mandatory
Cultural Training," Marine Corps Times, 13 December 2010,
http://www.marinecorpstimes.com/news/2010/09/marine-new-mandatory-cultural-training-091310w/

9. Enlisted Professional Military Education (EPME) and Accessions

This chapter addresses Enlisted Accessions and Enlisted PME (EPME) across the Services focusing on LRC content within career development for Non-Commissioned Officer (NCOs.) The educational settings in EPME range from online distributed or distance learning to in-residence, traditional classroom learning. We begin with a brief review of Joint EPME, which has little or no formal LRC content, moving on to survey each of the different Service Enlisted Accession and EPME programs and the treatment of LRC therein. Throughout the chapter, cross-reference tables are provided to assist the reader with aligning EPME pedagogy, targeted ranks, and programmatics.

A. Joint EPME

Joint PME for Enlisted,[358] while not new, is largely still in development.[359] When compared with Officer JPME, and to a lesser extent Service O-PME, career development for senior Enlisted across the Services appears to be in the early stages of institutionalization.[360] As depicted in Table 9-1, two examples of institutionalized JPME are the Senior Enlisted Joint Professional Military Education (SEJPME) and KEYSTONE programs.

Table 9-1. Joint EPME

J-EPME Level	Target audience	Joint Programs
J-EPME and Executive	E-9	Senior Enlisted Joint Professional Military Education (SEJPME) and KEYSTONE

Source: CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010

SEJPME, a 40-hour online course, is designed to "prepare SEs [Senior Enlisted] assigned to joint organizations to successfully support activities and lead members of

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[358] Chairman of the Joint Chiefs of Staff Instruction, CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010, http://www.dtic.mil/cjcs_directives/cdata/unlimit/1805_01.pdf

[359] Frank Pagano, "KEYSTONE Program, Command Senior Enlisted Leader Course," EMERC Working Group31 January 2006, http://www.ncohistory.com/files/Feb08/keystone.pdf

[360] Evolution of Enlisted JPME Program. www.dtic.mil/doctrine/education/enlisted_JPME/epmep_brief.ppt

multiple Services."[361] As with other senior-Level JPME, SEJPME also emphasizes Joint Interagency Intergovernmental Multinational (JIIM).

The KEYSTONE Course is designed for senior NCOs "currently serving in or slated to serve in a general or flag officer level joint headquarters or Service headquarters that could be assigned as a joint task force." Approximately two weeks in length, KEYSTONE provides NCOs opportunities to gain insights into JIIM environments via seminars, interactions with interagency leadership, as well as visits to COCOMs.[362]

B. Army Enlisted Accessions and EPME

Army career development for recruits and NCOs focuses on the development and maintenance of warfighting skills, and educational coursework required for attaining superior ranks organized under the Non-Commissioned Officer Education System (NCOES). Across the range of branches and specialties, career development for Army Enlisted varies both in terms of when, in an NCO's career, specific programs are completed, as well as where. In this discussion we draw largely from information provided by the U.S. Army Field Artillery School (USAFAS).

For all Army Enlisted inductees, accession begins with Basic Combat Training (BCT), which consists of 10 weeks of in-resident instruction focused on the development of basic soldiering skills, instillation of Army values and discipline, and introduction to rigorous physical fitness routines. As of July 2010, BCT now includes "expanded values and culture training."[363] Once BCT is completed soldiers move on to Advanced Individual Training (AIT) according to their assigned MOS.

AIT, buy its very nature as the first step in Enlisted specialization, varies in length and content. While it continues to inculcate principles of basic soldier development, it also provides the foundational competencies for requisite MOS skills. With regard to LRC, efforts have been made to incorporate content in the curriculum, at USAFAS consisting of one hour of programmed instruction emphasizing: "[u]nderstand one's self: internalize Army values, our Professional Military Ethic and Warrior Ethos" and "Learn basic verbal and non-verbal cues and how they might differ across cultures."[364] AIT also

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[361] Chairman of the Joint Chiefs of Staff Instruction, CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010, http://www.dtic.mil/cjcs_directives/cdata/unlimit/1805_01.pdf

[362] "About KEYSTONE," http://www.ndu.edu/keystone/; Chairman of the Joint Chiefs of Staff Instruction, CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010, http://www.dtic.mil/cjcs_directives/cdata/unlimit/1805_01.pdf

[363] TRADOC, DCG-IMT Public Affairs, "The Top 10 Changes to Basic Combat Training," p. 2

[364] "Operational culture in the U.S. Army: The Fires Center of Excellence Culture and Foreign Language Strategy sets the standard for the rest of TRADOC, Army," By Dr. Mahir Ibrahimov, Fires Bulletin, January-February 2011, http://sill-

features 5.5 hours of required independent study that contains some LRC content, including: Branch history, museum tour, in-brief, and counseling. Some of this content is derived from materials developed by the TRADOC Culture Center (TCC), materials widely available via AKO, and used in AIT at other Army Centers of Excellence (COEs).

Seeking to further improve the LRC content of AIT and BCT, in March 2010, TRADOC released the "new Warrior Tasks and Battle Drills, and the Critical Individual Supporting Task List elaborating on those tasks and battle drills."[365] This streamlined list of Warrior Tasks included three broad categories: 1) "Adapt" – the need to assess and respond to threats, 2) the requirement to be agile in the face of changing environments, and, 3) the imperative to build resilience. The "Critical Individual Supporting Task List" included a number of cultural tasks associated with "ADAPT/Adapt to Changing Operational Environments." (See Table 9-2.)

Table 9-2. "ADAPT/Adapt to Changing Operational Environments" and Cultural Tasks

301-CAT-1000	See yourself culturally	Understand the concept of culture, how it works, and how it motivate
		Grasp how American and military cultures shape your decisions
301-CAT-1002	Learn and understand the culture of other societies where you are deployed or assigned	Learn basic language phrases to perform your mission
		Understand the basics of the foreign culture, including religious factors, social influences, and cultural behaviors
		Know appropriate tribal and ethnic considerations
		Know necessary geographical and historical information
159-200-2025	Perform in operational environment effectively	Avoid cultural and social taboos
		Win civilians' hearts and minds; build rapport
		Acculturate and perform mission understanding impact and consequences of actions

Source: Michael Lewis, "Warrior Tasks and Battle Drills," The NCO Journal: A Monthly Forum for Professional Development, Vol. 20, Issue 9, September 2010, pp. 28-29

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www.army.mil/firesbulletin/2011/special_edition_historyofFAJournal/operational_cultural_%20janfeb2011.pdf [AIT is discussed on p. 29]

[365] Lisa Alley (TRADOC Public Affairs), "Revised Warrior Tasks and Battle Drills set framework for new and seasoned Soldiers alike," 23 April 2010, http://www.army.mil/-news/2010/04/23/37935-revised-warrior-tasks-and-battle-drills-set-framework-for-new-and-seasoned-soldiers-alike/

Once AIT has been completed, enlisted personnel receive pedagogy through NCOES, which is a self-paced, self-development oriented system of education and training that provides certifications for service members aspiring to higher ranks. Currently undergoing restructuring, in part due to recent deployment cycles, NCOES will soon include five stages of Structured Self Development (SSD) along with existing NCO career development courses. Table 9-3 aligns Army E-PME and ranks from E-1 to E-9. It should be noted that MOS and deployment commitments often determine when an individual NCO attends a particular school or enrolls in a self-development program.

Table 9-3. Army Enlisted Accessions and E-PME Overview

EPME Level	Target audience	Army EPME
Enlisted Accessions/ Introductory	E-1 through E-3	Basic Combat Training (BCT), Advanced Individual Training (AIT), SSD1
Primary	E-3 through E-6	Warrior Leader Course (WLC), Advanced Leader Course I and II (ALC), SSD3
Intermediate	E-6/E-7	Senior Leader Course (SLC), SSD4
Senior	E-8/E-9	Sergeants Major Course (SMC) Capstone Course
Executive	E-9	SSD5, Seminars, Conferences, Events

Source: CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010; as well as information cited below

In general, to rise in rank Army NCOs must complete coursework commensurate with accretion in responsibility and duties, beginning with E-3 (Private First Class). This continues through the rank of E-9 (Sergeant Major). A blend of formal classroom training and independent study comprise the certification process, LRC content forming a very limited subset of the subject matter involved.

The first formal education a prospective NCO receives is through the Warrior Leader Course (WLC), a 15- to 17-day activity completed in residence by aspiring E-3s, E-4s (Corporals), and E-5s (Sergeants), where soldiers receive training in the fundamentals of leadership and warfighting. As with other levels of Army EPME, the content of WLC varies depending on MOS and specifics for a given NCO. As conducted at USAFAS, LRC pedagogy consists of Cultural Awareness independent study lessons, and situational training exercises that may involve scenarios involving cultural awareness issues. At this time, efforts are underway to expand LRC content, and, if approved, would add an Effects of Culture in-residence 2-hour course.[366]

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[366] According to *The NCO Journal*, Effects of Culture "reviews the concept of culture and shows how it affects the contemporary environment. Students review what comprises a culture, what culture shock is

In addition to WLC, according to current plans, Structured Self Development I (SSDI) will be an 80-hour DL course designed for E-3s and E-4s that will become a prerequisite for the Warrior Leader Course (WLC) by FY 2011. As currently envisioned, SSDI will include four modules that cover a range of topics addressing various aspects of the duties engaged in by NCOs, as well as relevant leadership development areas to include LRC. For instance, SSDI's Module 2 includes: "Customs, Courtesies and Traditions of the Service, Counterinsurgency Principles, Cultural Effects on Military Operations, Leadership, Military Problem Solving Process, Personal Habits to Increase Health and Fitness, Troops Leading Procedures, How War and Multiple Deployments Impact Subordinates."[367]

When they attain the ranks of E-5 and E-6 (Staff Sergeant), NCOs attend the Advanced Leader Course (ALC) (ALC Phase 1 is online, Phase II typically in residence). As conducted at USAFAS, it employs a "blended learning approach" to LRC-related content that "includes programmed instruction, seminars, educational tools and independent study." USAFAS' desired outcome for NCOs attending ALC is they "demonstrate a basic understanding of culture and how to leverage that knowledge as a senior section sergeant and/or platoon sergeant."[368] As such, there is an LRC-component where students must complete a homework assignment involving a research paper on a cultural awareness topic. Optional cultural awareness seminars are also available.

USAFAS has proposed an expansion of ALC's LRC-related content to incorporate a more research-intensive ARMY360 independent study with classroom interaction focused on cultural awareness, as well as a pre-graduation one-hour seminar with outside SMEs to encourage critical thinking about culture issues. However, based upon course materials available, SSD3 (there is no SSD2), which is also intended for the E-3 to E-6 ranks and currently being developed as an 80-hour DL course of instruction, is not slated to include any LRC-related topical materials.

NCOs who reach the rank of E-6 and E-7 (Sergeant First Class) and wish to be considered for higher ranks attend the Senior Leader Course (SLC), which must be completed prior to SSD4, the prerequisite for the Sergeants Major Course (SMC)

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and how culture affects military operations." Michael Lewis, "The 17-day WLC," The NCO Journal: A Monthly Forum for Professional Development, Vol. 20, Issue 9, September 2010, pp. 42-43 https://usasma.bliss.army.mil/NCOJournal/Archives/2010/September/PDFs/Sept%202010.pdf.

[367] SSDI (Pre WLC), SSD III (Pre SLC), SSD IV (Pre SMC), SSD LEVEL V (Post SMC), lists of Modules, Materials collected at the 2010 AUSA.

[368] "Operational culture in the U.S, Army: The Fires Center of Excellence Culture and Foreign Language Strategy sets the standard for the rest of TRADOC, Army," by Dr. Mahir Ibrahimov, Fires Bulletin, January-February 2011, pp. 28, 30. http://sill-www.army.mil/firesbulletin/2011/special_edition_historyofFAJournal/operational_cultural_%20janfeb2011.pdf.

Capstone Course. (Note: SSD4 is still in development as 80 hours of DL.) As currently structured, SLC contains no common core, varying both in length and content depending on where it is given. For instance, at USAFAS students undertake a homework assignment involving a research paper on a cultural awareness topic. SLC students also have the option to attend optional cultural awareness seminars.

Similar to its approach to ALC, USAFAS has proposed to turn the research paper into an independent study, more intensive than in ALC. Students would also complete an ARMY360 independent study with classroom interaction focusing on cultural awareness. Prior to graduation, they would attend a one-hour seminar with an outside SME encouraging critical thinking about cultural issues. USAFAS has enunciated "the goal of achieving the outcome for senior NCOs attending the Senior Leader Course" being the demonstration of "a basic understanding of foreign culture and how to leverage that knowledge as a platoon sergeant and/or first sergeant."[369]

Table 9-4. SSD4 Content, as Currently Planned

Module	SSD4 (as planned)
1	Develop a METL for BN and Higher, Evaluate and Manage a Preventive Medicine Program, Relationship between interagency Operations and Host Nation Support, Army Systems of Record
2	Create Mentorship Strategies, Develop an SOP for BN and Higher, the Operational Art, Capabilities of the Media-Public Affairs and the Significance of Portraying and Maintaining a Positive Image
3	Introduction to Negotiations and Mediations, METL Development and ARFORGEN
4	Evaluate the Execution of Ceremonies, Joint Forces (Government and Nongovernmental Agencies on the Battlefield), Synthesize Critical Reasoning Skills

Source: Materials collected at the 2010 AUSA

In order to be considered for Joint assignments, E-8s (Master/First Sergeants) and E-9s must complete the Sergeants Major Course (SMC) Capstone Course, for which Structured Self Development 5 (SSD5) is planned to become a prerequisite. As depicted in Table 9-5, it is anticipated SSD5 will include a wide range of focus areas, some of which may have limited LRC-related content. [370] SMC, itself, is delivered as one of two variations: in residence (41 weeks, plus 2 days), or via Distributed Learning (DL) (8 weeks plus 1 day, with 2 weeks of resident learning.)

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[369] "Operational culture in the U.S, Army: The Fires Center of Excellence Culture and Foreign Language Strategy sets the standard for the rest of TRADOC, Army," by Dr. Mahir Ibrahimov, Fires Bulletin, January-February 2011, p. 28. http://sill-www.army.mil/firesbulletin/2011/special_edition_historyofFAJournal/operational_cultural_%20janfeb 2011.pdf

[370] Materials collected at the 2010 AUSA; please see Appendix A for acronyms and abbreviations

Table 9-5. SSD5 Content, as Currently Planned

Module	SSD5 (as planned)
1	Analyze the Strategic Level of Leadership, Conflict Management Resolution, DA Civilian Professional Development and Leadership, Joint Leadership Issues, Special Senior Enlisted Positions, Describe Protocol and Etiquette, the Civilian Hiring Process, the Human Dimension of Leadership
2	The Operational Environment—PE done, Manage Information in Operations Centers—PE done, Apply Senior Leader Media Skills, Analyze JSOTF/CJSOTF from Different Areas of Operations, Joint Targeting—PE done, Information Operations Campaigns, Employ Nation Building through Stability Operations
3	Describe the POM, Formulate MTOE/TDA, Funding Joint Operations, Negotiate Support Agreements with Foreign Governments, Recommend Input on civil Affairs and Civil/Military Operations, Host Nation Support, Describe the Stewardship of Resource Management

Source: Materials collected at the 2010 AUSA

C. Navy Enlisted Accessions and EPME

The Navy recruits and accesses thousands of Enlisted members every year, mostly processing and inducting them into the Service at the Naval Recruit Training Center (NRTC), Great Lakes. In 2010, for example, the Navy accessed 34,140 new enlisted members.[371] (A limited number of NAVETS – previous Navy Enlisted members with limited break in service – do not re-attend boot camp.) Based upon IDA inquiries with the Naval Service Training Command (NSTC), Great Lakes, which manages the accession programs for Enlisted members, there is no LRC content presented to the them during this training, although some classes provide individuals with limited exposure to LRC issues:[372]

- Conduct During Armed Conflict. This lesson provides training on the treatment of Prisoners of War and their right to practice their respective religion.

- Equal Opportunity Program. This lesson explains how social background affects prejudice and discrimination, including their relationship to race, color, religion, gender, age, national origin, ethnic background, or sexual orientation

- Diversity. This is a one-hour open discussion by staff and recruits on the diversity of the Navy, specifically as relating to understanding and respecting different cultures, religions, and beliefs in order to work together as a team.

- Chaplains Brief. This brief was initiated by the chaplains and is periodically updated by them. It provides insight on cultural awareness and differences. Areas vary with each chaplain providing the brief. It is not standardized.

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[371] Navy Recruiting Command. 2010. "FY2011 Facts and Stats" Retrieved on 29 Oct 2010 from: http://www.cnrc.navy.mil/PAO/facts_stats.htm

[372] Email exchange with CDR Nancy Fink, NSTC N3. 6 October 2010.

During the third week of training, recruits are screened for language skills. Those demonstrating knowledge/expertise in a foreign language are further screened to determine their proficiency levels in all areas. Their language proficiency information is entered in their service record.

As with Army EPME and variations by MOS, Navy NCOs progress through career development with variations based on their career fields.[373] Table 9-6 aligns Navy E-PME and ranks from E-1 to E-9.

Table 9-6. Navy Enlisted Accessions and E-PME Overview

EPME Level	Target audience	Navy EPME
Enlisted Accessions/ Introductory/	E-1 through E-4	Naval Recruit Training Center (NRTC)
Basic	E-5/E-6	NKO
Primary	E-7 to E-9	
Senior	E-9 to E-7	Resident Senior Enlisted Academy (SEA)

Source: CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010; Statement of Mr. Scott Lutterloh, Director, Training and Education Division, Before the Subcommittee on Oversight and Investigations of the House Armed Services Committee on Navy Enlisted Professional Military Education, July 28, 2010

Below the rank of E-7 (Chief Petty Officer), Navy Enlisted PME is primarily available online via Navy Knowledge Online (NKO.) This is a result of the Naval War College's (NWC's) newly developed Primary LREC PME, located on NKO, which serves both mid-grade enlisted personnel and Junior.[374]

Navy NCOs at the rank of chief or higher (E-7+) attend the Senior Enlisted Academy (SEA) at the Naval War College (NWC.) This is the premier course for Navy Enlisted leaders, and the Navy's only professional military education institute for the senior Enlisted force, providing them with instruction in communication skills, leadership and management, national security affairs, Navy programs, and physical fitness.[375] It includes pedagogy at the national strategic-level and helps develop cultural and regional awareness for selected geographic regions. Material presented includes 8 to 10 hours per class specifically dedicated to Regional issues, and requires a National Security Essay for

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[373] Statement of Mr. Scott Lutterloh, Director, Training and Education Division, Before the Subcommittee on Oversight and Investigations of the House Armed Services Committee on Navy Enlisted Professional Military Education, July 28, 2010

[374] IDA site visit and interviews with NWC faculty 2 September 2010.

[375] USNWC SEA overview, accessed from: http://www.usnwc.edu/Students/Senior-Enlisted-Academy.aspx

one out of 100 countries as topic. Participating international students present briefings on their country and culture.

In addition to developing the Primary LREC PME on NKO, NWC has also developed courses and PME requirements for the Enlisted ranks. There are now numerous NWC-developed Navy Knowledge Online (NKO) courses for enlisted PME (in many cases these are contractor-developed courses). Covering Enlisted, as well as Officer PME, the NWC has defined the Regional and Cultural Programs desired outcomes and goals by rank, as depicted in Table 9-7.

Table 9-7. Regional and Cultural Desired Outcomes and Goals by Rank

Level	Rank	Goals
Non Resident Officer Intermediate PME	(O-3/O-4)	Personnel will be prepared for the challenge of applying regional knowledge and cultural awareness to planning and execution of naval and joint operations. They must also comprehend the roles that factors such as geopolitics, geostrategy, society, region, culture and religion play in shaping planning and execution of joint force operations across the range of military operations to include traditional and irregular warfare
Resident Intermediate Level	(O-4 through O-6)	Students are prepared for the challenge of applying regional knowledge and cultural awareness to planning and execution of naval and joint operations. They must comprehend the roles that factors such as geopolitics, geostrategy, society, region, culture and religion play in shaping planning and execution of joint force operations across the range of military operations to include traditional and irregular warfare
Resident Senior Level	(O-4 through O-6)	Students must be capable of Strategically-Minded Critical Thinking. They are able to bring a broad perspective of regional expertise and cultural awareness to strategic assessment and problem solving. They are able to apply an analytical framework that incorporates the role factors such as geopolitics; geostrategy, region, society; culture and religion play in shaping the desired outcomes of policies, strategies and campaigns. Students must be capable to evaluate the integration of joint, interagency, intergovernmental, and multinational capabilities across the range of military operations and plans. Must be capable of evaluating the skills needed to lead in a joint, intergovernmental, interagency, and multinational strategic environment
Non Resident Intro and Basic PME	(E-1 through E-5)	Personnel should understand the implications of geopolitics, culture, and language on military operations
Non Resident Primary Level PME	(E-6 through E-8) (Chief Warrant Officer, O-1 through O-3)	Personnel should be familiar with regional and cultural influences in strategic and operational decision-making. They must also comprehend the roles that factors such as geopolitics, culture region, and religion play in shaping planning and execution of joint force operations (OPMEP LA 2 (4)). The "How the Navy Plans its Operations" module covers operations in Middle East, China, South Asia, Latin America and Europe.
Resident Senior Enlisted Academy	(E-7 through E-9)	Students will be able to provide national strategic-level context and understanding including regional expertise and cultural awareness in selected regional areas

Source: NWC Brief to IDA, IDA site visit and interviews with NWC faculty 2 September 2010

In 2009, NWC established a "reference library" within NKO with a majority of the courses including LRC. This resource makes multiple courses (27 courses currently) available for viewing without requiring official enrollment in the course, including both "Primary" and "Basic" LRC courses. The reference library also serves as a repository for regional "Port Briefs" and for courses focused on religion, history, geography, etc.

There are currently limited incentives or directives making completion of the NKO courses mandatory. There are efforts towards making completion mandatory for promotion, advancement, or follow-on course attendance; however, this is projected to be a two- to four-year process. This delay is mainly because of the time required for installation and availability of NKO servers worldwide and familiarization with courses and processes within the fleet. Currently, only 8 percent of the eligible military and civilian population participates in NKO courses.

D. Air Force Enlisted Accessions and EPME

In general, LRC content available to Air Force Enlisted increases as they progress through the ranks. Table 9-8 provides an overview of Air Force Enlisted Accessions and E-PME aligned by rank.

Table 9-8. Air Force Enlisted Accessions and E-PME Overview

EPME Level	Target audience	Air Force EPME
Introductory/Enlisted Accessions	E-1 through E-3	Basic Military Training (BMT)
Primary	E-4 through E-5	Airman Leadership School (ALS)
	E-5 through E-6	Noncommissioned Officer Academy (NCOA)
Intermediate	E-6/E-7	Air Force Senior Noncommissioned Officer Academy (AFSNCOA)
Senior	E-8/E-9	Chief Master Sergeant Leadership Course (CLC)

Source: CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010; as well as information gathered from Air University

LRC content in the Air Force's Enlisted accessions is limited. The Basic Military Training (BMT) curriculum at Lackland Air Force Base, Texas, currently contains a single culture section in the Humans Relations block of instruction of which approximately 25 percent of the 4.5 hours is dedicated to the presentation and discussion

of cultural issues.[376] This course addresses professional relations in other cultures; cultural sensitivity; ethnocentrism; cross-cultural communication; how to build relationships and avoid insulting people in other cultures; and the importance of understanding others' beliefs and actions. Given that Task 2-2 of Goal 2 of the Air Force's Flight Plan states that "Basic Military Training will also be infused with 3C content," it may be surmised that expanded LRC content is in development.[377]

The principal introduction of LRC for Air Force Enlisted ranks begins at Airman Leadership School (ALS), whose students are senior Airmen with 48 months time in service or a Staff Sergeant (E-5) or Staff Sergeant-selectee (E-4). There, personnel receive basic PME through a 24-academic day program conducted at the majority of active duty Air Force bases worldwide. The course is designed to "prepare senior Airmen for increased responsibilities as professional, war-fighting personnel, who can supervise and lead USAF work teams to support the employment of air, space, and cyberspace power."[378]

At ALS two courses with LRC content are provide. The International Security Studies (ISS) course, which consists of 6.5 contact hours, focuses on understanding the "international system and the strategic environment." ISS integrates some regional and cultural awareness topics into the discussion of the strategic environment.[379] The Communication Studies course, which consists of 51 contact hours, lists the same focus as the Air Force Senior Noncommissioned Officer Academy (AFSNCOA) Communication Studies course (see below).[380] There are no language- or region-specific courses offered at ALS.

Subsequent to ALS, the Noncommissioned Officer Academy (NCOA) provides primary E-5 selectees (Technical Sergeants-select) and E-6s (Technical Sergeants) with an additional 28 days of academic training, preparing them "to be professional, warfighting Airmen who can manage and lead Air Force units in the employment of air, space, and cyberspace power."[381] Students attend the International Security Studies (ISS) course, which consists of 10 contact hours focused on global, regional, and national security issues. ISS includes some global, regional, and cultural awareness topics within

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[376] The lesson also includes a discussion of communication skills, religious tolerance and workplace relations.

[377] CSAF, Air Force Culture, Region & Language Flight Plan, May 2009, p. 9.

[378] Air University Catalog Academic Year 2009–2010, p. 103.

[379] Air University Catalog Academic Year 2009–2010, p. 118.

[380] Air University Catalog Academic Year 2009–2010, p. 107.

[381] Air University Catalog Academic Year 2009–2010, p. 111.

the discussion of the strategic environment.[382]   As with AFSNCOA, however, NCOA provides no language or region-specific instruction.

Intermediate-level PME for Enlisted personnel is provided by the Air Force Senior Noncommissioned Officer Academy (AFSNCOA). The 33-day resident class is attended by a total of 300 to 450 Master Sergeants-select (E-6s) or Master Sergeant (E-7) students each year. The course "prepares senior noncommissioned officers to lead the enlisted force in the employment of air, space, and cyberspace power in support of our national security objectives."[383] There are two courses that include cultural elements.

The International Security Studies (ISS) course consists of 7.5 contact hours focused on global, regional, and national security conditions and systems and includes global, regional, and cultural awareness topics as integral elements within the strategic environment.[384] The Communication Studies course consists of 60 contact hours focused on "effective communication (speaking, listening, writing, research, nonverbal communications, negotiations, and critical thinking). Within the Communications Studies course broad LRC-relevant categories include interpersonal communications, group dynamics, cross-cultural communications, and the attendant processes and networks for communication." Additionally, although the exact content has yet to be determined, the Dean of Enlisted Educational Programs has set a target of eight additional hours of cross-cultural learning for the Senior Academy,[385] although there remain no language or region-specific courses at this time.

The Air Force's capstone course for Enlisted personnel is the Chief Master Sergeant (E-9) Leadership Course, an eight-day in-residence class. Its purpose is to "provide newly selected chief master sergeants an operational perspective in their role as senior enlisted leaders."[386] The 70-hour curriculum covers topics across three broad domains of learning: the developing Chief Master Sergeant, the Expeditionary Chief, and the Chief as senior Enlisted leader/manager. No portion of this curriculum is dedicated specifically to LRC-related topics, though some discussion of regional issues is contained in the "expeditionary chief" domain.

Finally, although not a PMEI, the Community College of the Air Force (CCAF) is an important component of education for enlisted members of the Air Force. Automatic enrollment and the start of earning college credit take place for all personnel during basic

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[382]   Air University Catalog Academic Year 2009–2010, p.112, 118.

[383]   Air University Catalog Academic Year 2009–2010, p. 115.

[384]   Air University Catalog Academic Year 2009–2010, p. 118.

[385]   Air University Catalog Academic Year 2009–2010, p. 119. "Cross-Culturally Competent Airmen", p 29.

[386]   Air University Catalog Academic Year 2009–2010, p. 122.

military training. Personnel completing CCAF are awarded an Associate of Applied Science degree.

Two courses within the CCAF curriculum are specifically designed to address aspects of culture education, fulfilling 3 hours of either Social Science or General Elective, and providing resident credit. The "Introduction to Culture" course offers a survey of different aspects of culture: domains, skills and attitudes, enhancing cross-cultural competence (3C), laying the cultural foundation for Airmen in today's complex operational environment. The course explores such subjects as the elements defining a culture, family relationships, religion, belief systems, how one makes a living, sports, and other important cultural domains, as well as cross-cultural communication, conflict resolution, and negotiation. The purpose of the "Introduction to Cross-Cultural Communication" is to provide foundational knowledge essential for developing cross-cultural communication competence, focusing on the concepts, skills, and applications that are relevant to military personnel. During the course, students cover subjects such as manifestations of culture, communication styles, paralanguage, nonverbal communication, active listening, relationship-building, and conflict resolution.[387]

E. Marine Corps Enlisted Accessions and EPME

Marine Corps recruits receive basic training at one of two Marine Corps Recruit Depots (MCRDs): at Parris Island, South Carolina, and in San Diego. Both recruit depots reside under TECOM. Under the RCLF program, all recruits will receive a one-hour cultural orientation program as part of their basic training designed to introduce them to the basic concepts of operational culture.[388] In addition, recruits identifying themselves as foreign language speakers are screened and tested at the MCRD to determine foreign language proficiency, with the results put into the Marine Corps Total Force System.[389]

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[387] Extracted from: 4 Nov 2010 e-mail from Dr. Brian Selmeski, Deputy Director - Plans and Policies, USAF Culture and Language Center, Air University, Maxwell AFB, to MAJ Marc Meyle, Director, TRADOC Culture Center, Fort Huachuca.

[388] U.S. Marine Corps, "Brief to the Military Leadership Diversity Commission (MLDC)," May 2010, p.9; and U.S. Marine Corps, TECOM, Ground Training Branch, "Cultural and Language Training in Marine Corps Recruit Training," Information Paper, 13 July 2010 in U.S. House of Representatives, Committee on Armed Services, Subcommittee on Oversight & Investigations, *Building Language Skills and Cultural Competencies in the Military: Bridging the Gap*, Appendix F (Washington, DC: U.S House Armed Services Committee, December 2010).

[389] U.S. Marine Corps, "One-Time Screening of All Marines for Foreign Language Capabilities and Identification of Language Requirements," MARADMIN Active Number 573/03, 10 December 2003; and U.S. Marine Corps, TECOM, Ground Training Branch, "Cultural and Language Training in Marine Corps Recruit Training," Information Paper, 13 July 2010 in U.S. House of Representatives, Committee on Armed Services, Subcommittee on Oversight & Investigations, *Building Language Skills and Cultural Competencies in the Military: Bridging the Gap*, Appendix F (Washington, DC: U.S House Armed Services Committee, December 2010).

The Marine Corps has no formal PME requirements or instruction for Privates (E-1) or Privates First Class (E-2), and there is no formal culture or language instruction for these ranks.[390] Nonetheless, some culture training does take place at the unit level at the local commander's discretion. Similarly, at present Lance Corporals (E-3) have no formal PME requirements other than completing the "Leading Marines" distance learning course in order to qualify for promotion to Corporal (E-4). There is the possibility that Lance Corporals will be required to complete the Corps' on-line Culture 101 course if the proposed RCLF program is fully implemented as currently planned.[391] Table 9-9 provides an overview of Marine Corps E-PME aligned by rank.

Table 9-9. Marine Corps Enlisted Accessions and E-PME Overview

EPME Level	Target audience	Marine Corps EPME
Enlisted Accessions	E-1/E-2	Basic Training at one of two Marine Corps Recruit Depots (MCRDs)
Introductory	E-3	"Leading Marines" via Distance Learning
Introductory	E-4	Command Sponsored Corporals Course (CSCC)
Primary	E-5	Sergeants Course
Intermediate	E-6	Career Course
Intermediate	E-7	Advanced Course
Intermediate	E-7/E-8	First Sergeants Course
Senior	E-9/E-8	Enlisted Professional Military Education (SEPME)

Source: CJCSI 1805.01A, Enlisted Professional Military Education Program ("EPMEP"), 1 October 2010; as well as information gathered from Marine Corps University

At this time only 9 percent of prospective Lance Corporals participate in the Command Sponsored Corporals Course (CSCC), designed to provide "the warfighting skills, core values and mindset necessary for effective leadership of a team and subordinate Marines."[392] This three-week course is given at all six of the Marines' resident SNCO Academies as well as on-line through MarineNet. The curriculum content is developed and managed by the Enlisted Professional Military Education Curriculum Branch located within the MCU and includes a one-hour class on operational

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[390] Interview with Center for Advanced Operational Culture and Language (CAOCL), 12 May 2010; and Commandant of the Marine Corps, Marine Corps Order 1553.4B, 25 January 2008, p. 2-7.

[391] Commandant of the Marine Corps, Marine Corps Order 1553.4B, 25 January 2008, p. 2-7; and U.S. Marine Corps, "Brief to the Military Leadership Diversity Commission (MLDC)," May 2010, p. 23.

[392] Interview with Center for Advanced Operational Culture and Language (CAOCL), 12 May 2010; and Commandant of the Marine Corps, Marine Corps Order 1553.4B, 25 January 2008, p. 2-8.

culture.[393] If the RCLF program is fully implemented as currently planned, Corporals will be able to achieve some level of language familiarization through on-line assets such as Rosetta Stone.[394]

The Corps' Sergeants Course (E-5) – the primary-level PME course for Marine Staff Noncommissioned Officers – "focuses on leadership and squad level activities to enhance operational and warfighting capabilities of the Marine sergeant."[395] In the calendar year 2009, 1,879 active-duty Marine SNCO's graduated from the program.[396] The six-week curriculum is offered at all six of the resident SNCO Academies, its content developed and managed by the Enlisted Professional Military Education Curriculum Branch located within the Marine Corps University, and currently includes classes on operational culture.[397] As part of the RCLF program and beginning in the spring of 2011, Sergeants will be assigned one of the 17 global regions that they will be expected to study throughout the remainder of their career.[398] At this point language familiarization formally becomes available to SNCOs through on-line capabilities such as Rosetta Stone.[399]

The Career Course is one of two intermediate-level programs for Marine SNCOs, enrolling Staff Sergeants (E-6s), or Staff Sergeant selectees (E-5s). The program is designed to enhance the student's communication, leadership, warfighting, and tactical knowledge.[400] In the calendar year 2009, 1,408 active-duty Marine SNCOs graduated from the program.[401] The six-week course is offered at all six of the resident SNCO

[393] Interview with Mr. James Cohn, Deputy Director, Marine Corps Enlisted PME Curriculum Branch, 25 August 2010.

[394] U.S. Marine Corps, "Brief to the Military Leadership Diversity Commission (MLDC)," May 2010, p. 23.

[395] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 54.

[396] MCU Institutional Research Assessment & Planning, *Marine Corps University Factbook 2009-2010* (n.d.): 26. A shorter Sergeants Course is offered for Marine Force Reserves at the Quantico-based SNCO Academy; Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 54.

[397] Interview with Mr. James Cohn, Deputy Director, Marine Corps Enlisted PME Curriculum Branch, 25 August 2010.

[398] James K. Sanborn, "Corps to Have Mandatory Cultural Training," Marine Corps Times, 13 December 2010, www.marinecorpstimes.com/news/2010/09/marine-new-mandatory-cultural-training-091310w/.

[399] U.S. Marine Corps, "Brief to the Military Leadership Diversity Commission (MLDC)," May 2010, p. 23.

[400] Commandant of the Marine Corps, Marine Corps Order 1553.4B, 25 January 2008, p. 2-10.

[401] MCU Institutional Research Assessment & Planning, *Marine Corps University Factbook 2009-2010* (n.d.): 26. A shorter Career Course is offered for Marine Force Reserves at the Quantico-based SNCO Academy; Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 54.

Academies. The curriculum content is developed and managed by the Enlisted Professional Military Education Curriculum Branch located within the Marine Corps University. It will include classes on operational culture beginning in January 2011.[402]

The Advanced Course is the final intermediate-level program for Marine SNCOs, enrolling Gunnery Sergeants (E-7s), or Gunnery Sergeant selectees (E-6s). The program is designed to enhance the students' communication, leadership, warfighting, and knowledge of command staff functions.[403] In the calendar year 2009, 908 active-duty Marine SNCO's graduated from the program.[404] The six-week course is offered at all six of the resident SNCO Academies. The curriculum content is developed and managed by the Enlisted Professional Military Education Curriculum Branch located within the Marine Corps University. Some cultural topics are presented in the curriculum, particularly in the context of leadership.[405]

The First Sergeants Course is a two-week, senior-level SNCO program held once a year at the Marine Corps University. It is designed to instruct recently promoted First Sergeants (E-8) and First Sergeant selectees (E-7) in the duties and responsibilities of the rank of First Sergeant.[406] The curriculum currently contains elements of culture instruction.[407]

The Marine Corps' Senior Enlisted Professional Military Education (SEPME) Course is designed to provide selected Gunnery Sergeants (E-7s), First/Master Sergeants (E-8s), and Master Gunnery Sergeants/Sergeants Major (E-9) "with critical thinking and adaptability skills necessary to function up to the operational level of war."[408] The course is conducted five times per year at the Marine Corps University. Its curriculum content is developed and managed by the university's Enlisted Professional Military Education Curriculum Branch. The program relies exclusively on guest lecturers for

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[402] Interview with Mr. James Cohn, Deputy Director, Marine Corps Enlisted PME Curriculum Branch, 25 August 2010.

[403] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 55.

[404] MCU Institutional Research Assessment and Planning, *Marine Corps University Factbook 2009-2010* (n.d.): 26. A shorter Advanced Course is offered for Marine Force Reserves at the Quantico-based SNCO Academy; Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 55.

[405] Interview with Mr. James Cohn, Deputy Director, Marine Corps Enlisted PME Curriculum Branch, 25 August 2010.

[406] U.S. Marine Corps, "Announcement of the 2010 First Sergeants Course," MARADMIN Active Number 086/10, 19 February 2010.

[407] Interview with Mr. James Cohn, Deputy Director, Marine Corps Enlisted PME Curriculum Branch, 25 August 2010.

[408] Marine Corps University, *Marine Corps University Catalog, Academic Year 2009-2010* (Quantico, VA: Marine Corps University, 2009): 55.

instruction. Though relatively new and still developing, the curriculum has included elements of culture within its content.[409]

F.   Conclusion

In this chapter, we examined the infusion of LRC into Enlisted PME and Enlisted accession programs, surveying the in residence and distance learning curricula. We conclude that there is limited LRC content available to Enlisted Service personnel. LRC content in Enlisted accessions is likewise minimal. Additionally, overall, it appears as though only the most ambitious and driven senior Enlisted will fully avail themselves of many of these career development opportunities.

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[409] Interview with Mr. James Cohn, Deputy Director, Marine Corps Enlisted PME Curriculum Branch, 25 August 2010.

10.   Geographic COCOMs and LRC

In this chapter we discuss (1) DoD Directives relating to the Geographic Combatant Commands (COCOMs) and LRC, (2) the relationship between the COCOMs and PME, and (3) how the Senior Language Authorities (SLAs) of six specific Commands view and interact with the different aspects of LRC on a daily basis.[410]

A.   DoD Directives Relating to the Geographic Combatant Commands (COCOMs) and LRC

The "Management of the Defense Foreign Language Program," a memorandum issued on May 10, 2004 by the Deputy Secretary of Defense, established the position of Senior Language Authority (SLA). According to this directive-type memorandum, "the SLA will be responsible for assessing the organization's language needs, tracking language assets assigned in the organization and identifying emerging policy requirements."[411]   The following agencies and organizations were directed to establish SLAs: the Combatant Commands; the Office of the Chairman of the Joint Chiefs of Staff; the Military Departments; the Defense Intelligence Agency; the Defense Security and Cooperation Agency; the Defense Threat Reduction Agency; the National Security Agency; and the National Geospatial Intelligence Agency. The Under Secretary of Defense for Personnel and Readiness was directed to appoint the SLA for DoD.

Subsequently, in 2005, the DoD Directive (DoDD) 5160.41E was issued, further refining the roles and missions of SLAs. Germane to this chapter, accordingly the COCOM SLAs must "have direct access to senior leadership" and "understand the totality of the organization's language needs." As well, they were directed to "[i]ncorporate language needs into all operational and contingency plans," include in those plans surge capacity "beyond organic capabilities," and screen the Command's civilian personnel for foreign language skills and regional expertise (the results of which were to be forwarded to "the OUSD(P&R) personnel system.")[412] Lastly, each SLA must generate inputs relevant to the geographic focus for DoD's Strategic Language List.

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[410]   Please note that IDA interfaced with SLAs from only five COCOMs: SOUTHCOM, PACOM, EUCOM, CENTCOM, and SOCOM. We also interacted with AFRICOM's Knowledge Development Division (KDD). These were the COCOMs the DLNSEO requested to work with us.

[411] Deputy Secretary of Defense Memorandum, "Management of the Defense Foreign Language Program," May 10, 2004

[412] DoD Directive 5160.41E "Defense Language Program," 21 October 2005, Incorporating Change 1, May 27, 2010, p. 6.

Based on our interaction with six COCOM SLAs, we found tremendous variation in terms of their interpretations of their roles and missions. In particular, the extent to which "language needs" are "understood" in totality, how those needs are incorporated into plans, as well as the extent to which surge capacity "beyond organic capabilities" is included therein, varies in understanding and in execution across the SLA offices. At the time the research was conducted, there were no DoD-wide standardized methodologies in place and no procedures provided by OSD or the Joint Staff for the task: "determine language and regional expertise capabilities" (generally the Command SLA staff).

B.   The Relationship between the COCOMs and PME

The COCOMs are the Military Departments' primary customers. According to enclosure six of the DoDD 5100.01, "Functions of the Department of Defense and Its Major Components," the Secretaries of the Military Departments must ensure they "[p]erform . . . functions necessary to fulfill the current and future operational requirements of the Combatant Commands, including the recruitment, organization, training, and equipping of interoperable forces."[413] This Directive thereby establishes as a core Service function the generation of "interoperable forces" in order to meet the needs of the COCOMs.

The needs of the COCOMs are expressed as manpower requirements to carry out their assigned missions. Fulfilling validated manpower requirements involves a process by which personnel are aligned with needs according to specific attributes.[414] COCOM manpower billets are coded primarily based on their skill-based occupational specialties. Although COCOMs also have personnel requirements that are qualities-based, the billet system is not structured to accommodate qualities-based manning requirements.[415] Thus, there is no established means for the COCOMs to communicate to the Services operational "qualities-based" personnel requirements such as those related to LRC competence.[416]

Providing personnel with rank-appropriate professional qualities and attributes is the job of the Professional Military Education (PME) institutions. Because the PME institutions carry out educational career development rather than skills-oriented training,

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[413] DoD Directive 5100.01, "Functions of the Department of Defense and Its Major Components," Enclosure 6. Functions of the Military Departments, p. 26

[414] CJCSI 1001.01A, Joint Manpower and Personnel Program, 1 October 2010, C-7

[415] The ongoing efforts of the Joint Staff J1 Foreign Language Program Office in working with the COCOMs to develop Capabilities-Based Requirements Identification Process (CBRIP) may be a step in the direction of developing such a mechanism; however, any outputs from this process would not be in a form that would influence PME curricula.

[416] "Report on the Proceedings: Conference on Professional Military Education—Rebuilding America's Intellectual Arsenal," March 25, 2006, U.S.Merchant Marine Academy, New York, Sponsored by Congressman Steve Israel, p. 6

they cannot respond to skill-based personnel requirements. This is a very important distinction because "most cross-cultural challenges require educationally enabled rather than training-derived responses."[417] Providing the capability to respond to such challenges is one of the primary missions of the PME institutions.

C. How the SLAs at Six Specific Commands View LRC

The various approaches taken by COCOM SLAs reflect to a large extent the underlying philosophies of the respective Commands. In the final section of this chapter, we present a brief overview of how these six COCOM SLAs view LRC and interact with the different aspects of LRC on a daily basis.

1. SOUTHCOM

SOUTHCOM's SLA is assigned to the Command Group,[418] which their staff regards this as beneficial location for LRC-related efforts due to the show of Command support and associated influence thereby accorded the office. Nonetheless, they recognize that "while there are still a large number of entities throughout the Command who just don't understand the language program or its value from the DoD perspective, hopefully, the SLA being now in the Command Group will help this advocacy issue."[419]

There are two core challenges faced by the SOUTHCOM SLA – Advocacy and Funding. The office and its activities are not Programs of Record (there are three authorized billets, but only one is funded), so it must compete with all the other priorities and funding requests in the Command. Yet there are 574 language-coded billets within the COCOM (Command and Component HQs as well as the Joint Task Forces, JTFs); 283 of these are at HQ.[420]

Historically, SOUTHCOM commanders have recognized the value of LRC, for instance, when ADM Stavridis called for the majority of SOUTHCOM's staff to achieve at least a 1+ in a language relevant to the Command.[421] He considered it valuable for the

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[417] *Quality Enhancement Plan*, p. 49. The QEP also states on p.3: "…training alone is inadequate for Air University's students to succeed in their professional lives. This is particularly true in circumstances of "cultural complexity" – such as those generated by coalition expeditionary operations."

[418] SOUTHCOM's SLA is Maj Gen Mark Sears, Deputy Commander for Mobilization and Reserve Affairs; Mr. Angel Febles heads the Language Office. Drawn from a teleconference with Mr. Angel Febles, SOUTHCOM Language Office, 22 June 2010.

[419] Drawn from a teleconference with Mr. Angel Febles, SOUTHCOM Language Office, 22 June 2010.

[420] Drawn from a teleconference with Mr. Angel Febles, SOUTHCOM Language Office, 22 June 2010.

[421] Drawn from a teleconference with Mr. Angel Febles, SOUTHCOM Language Office, 22 June 2010. Although ADM Stavridis desired SOUTHCOM to attain 60 percent, that the current capability is at 51 percent is a notable increase (when he arrived at the Command, 44 percent of the staff had some language capability.)

staff to have an in-depth knowledge of the nations in the AOR, an understanding that would be best facilitated by relevant language skills. To this end, in order to assist the staff with language acquisition, the COCOM established an onsite language training program.

SOUTHCOM personnel can participate in Spanish or Portuguese language training during duty hours – three 90-minute sessions in each language per week for 12 weeks, in basic, intermediate, and advanced courses. Each course is available for up to 10 individuals from language-designated, as well as non-designated, staff positions. The Command has held four iterations of the training and is starting to see "repeats" (i.e., students from the basic course are now attending the intermediate course). The instructor cadre consists of contractors familiar with DLPT and DLIFLC resources; the course emphasis is heavily on conversational language training; 150 Rosetta Stone licenses are also available.[422]

In addition to the language training program, the Command also has instituted a broad culture program that has proven to be popular. Voluntary, it is open to all staff members, both military and civilian, and run by the Command's J2 Directorate. It includes a "movie of the month" shown in a partner nation language, generally followed by a guest speaker (either from outside or within the Command) and a Q&A/discussion session. The program also includes a book discussion forum with a similar format.

2.   PACOM

PACOM has no Command-wide standard operating procedure for LRC; each J Directorate is free to set its own personnel LRC requirements.[423] For such expertise, staff relies on Foreign Area Officers (FAOs.) There is a generally held perception at headquarters that FAOs are not fully or effectively utilized at the staff level and "personnel only occasionally use their language skills." This underutilization is partly a result of the environment – language requirements are limited because most interactions with members of foreign militaries and governments, especially higher level interactions, are conducted in English.[424]

3.   EUCOM

EUCOM's Command Language Program is a fairly new construct modeled largely on the programs at SOUTHCOM and SOCOM, with primary guidance coming from

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[422] Drawn from a teleconference with Mr. Angel Febles, SOUTHCOM Language Office, 22 June 2010.

[423] RADM Elizabeth Train, Director for Intelligence (J-2) is the command's SLA; Mr. Lin Wong is the primary action officer. Interview with Mr. Lin Wong, PACOM J2, 10 May 2010.

[424] Interview with Mr. Lin Wong, PACOM J2, 10 May 2010.

CJCSI 3126.01, Language and Regional Expertise Planning.[425]   When ADM Stavridis took command at EUCOM, he continued his emphasis on LRC – "Our Admiral promotes life-long language, regional expertise and culture awareness training across the board for COCOM Staff…. A well-educated, regionally aware, and internationally-experienced staff means improved analysis, more relevant reporting, and stronger ties to partners...greatly expanding the spectrum of choices critical to executive decision making, i.e., courses of action, available to our most senior leadership."[426]

One of the primary missions of the EUCOM Language Program is to synchronize the disparate training and education efforts across all the language efforts of the Command (e.g., HQ, Components, JTFs). Currently, however, there is no mandated, regularly scheduled synchronization meeting with representatives from the Components for LRC (as the Command has done for many other issues.) In an attempt to improve LRC in the Command, the Program Manager developed a language/culture-oriented portal on the unclassified web page via Joint Knowledge Online.[427]

EUCOM HQ currently has approximately 200 language-coded billets. One aspect of the SLA mission is to help enable these personnel maintain their proficiency (many staff members report their skills decrease after arrival in Stuttgart, Germany, since they lack the time to maintain proficiency and there is no on-going language training for officers after assignment to EUCOM). To address this sustainment need, the Program Manager, in coordination with the Joint Training Readiness Exercises Division (ECJ3), is developing Joint Individual and Staff Training (JIST) as well as individual training requirements for professional development and education. Additionally, sustainment needs of LRC skills may also be served by the DLIFLC's language training detachment (LTD.) Established in November 2010 in Stuttgart, the DLIFLC LTD provides language and culture training to EUCOM, AFRICOM, and the subordinate units, including Marine Forces Europe and Africa as well as to the Special Operations Europe and Africa staff.[428]

EUCOM's Language Program Manager (LPM) indicated that there is regular interaction with the SLA offices in SOCOM, SOUTHCOM, and PACOM and with the

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[425] EUCOM's SLA is Mr. Robert Hunt, Assistant Director of Intelligence (AJ2). Lieutenant Commander (LCDR) Stephen Zabinski, the Command Language Program Manager, supports Mr. Hunt in his command role; Zabinski also serves as the Joint Intelligence Operations Center Europe (JIOCEUR) language program manager.

[426] E-mail from LCDR Stephen Zabinski, 16 May 2010.

[427] See https://www.us.army.mil/suite/page/605558 (note: for security purposes, accessible w/ the use of a DoD CAC card and Army Knowledge Online (AKO) registration to access Joint Knowledge Online (JKO) or https://portal.eucom.smil.mil/organizations/ecj2r/prr/elp/default.aspx.

[428] Telecon with LCDR Stephen Zabinski, EUCOM Strategic Languages Program Manager, 23 June 2010.

Joint Staff J1 Foreign Language Program Office.[429] While the SLA and LPM have minimal interaction with the Marshall Center, they maintain almost daily contact with the Marshall Center's Partner Language Training Center in Europe (PLTCE) Director on issues ranging from Operational Mentor and Liaison Team (OMLT) language and cultural familiarization support to NATO ISAF deployments, to improving the DoD delivery of English language programs in accordance with the Command's Building Partnership Capacity (BPC) and Theater Security Cooperation (TSC) mission sets.[430]

4. CENTCOM

Due to ongoing military operations within their Area of Operation, CENTCOM is currently the largest consumer of LRC resources; however, as of this writing, there is no CENTCOM Language Office.[431] Given the operational tempo, the command's current language action officer is also a strategic planner, with a wide range of additional responsibilities.

While CENTCOM HQ reportedly has only 20 to 30 language-coded billets,[432] the Command's LRC requirements generated by ongoing conflicts in the Middle East and South Asia far outstrip those of other COCOMs by an order of magnitude. Within HQ, desk officer billets generally are coded to require the language of the respective country. Historically, an appropriate LRC-qualified person is not always assigned; the reality is "there may be HQ staff billets for FAOs that are language coded, but you get what the Services send; you may request Uzbek and get Spanish."[433]

5. SOCOM

SOCOM differs from the Geographic Combatant Commands in that it has Service-like responsibilities, which include validating requirements, training, equipping, and providing forces.[434] The total SOCOM program includes multi-tiered efforts in a wide

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[429] The Command hosted the J1 Foreign Language Program Office in the fall of 2010 in support of implementing the DoD LREC Capability Based Assessments (CBA), which ties to the Command's "readiness" and ultimately to its Defense Readiness and Reporting System (DRRS) input. (Per LCDR Zabinski, 20 Jan 2011 email.)

[430] Per LCDR Zabinski, 20 Jan 2011 email.

[431] Mr. Rod Moore, Assistant Director for Intelligence (AJ2), is the Command SLA (albeit a part-time duty); Lt Col Chris Golden is the primary action officer for language issues and is assigned to the J1 Directorate. Interview with Lt Col Chris Golden, CENTCOM J1/XPA, 23 June 2010.

[432] Interview with Lt Col Chris Golden, CENTCOM J1/XPA, 23 June 2010.

[433] Interview with Lt Col Chris Golden, CENTCOM J1/XPA, 23 June 2010.

[434] Col. Tim Leahy, Director, Training, Knowledge, and Futures (J7/9) is SOCOM's Senior Language Authority (SLA), responsible for the SOF LREC program and his Special Operations Forces (SOF) Language Office (SOFLO) performs the day to day work. Interview with Mr. Jack Donnelly, Director, SOF Language Office, 16 June 2010.

range of areas including strategic planning, determining capability requirements, assessing readiness and gathering feedback, policy concerns (i.e., recruiting, personnel management, incentive pay, and testing), support to Special Operations Forces (SOF) components, education, and training programs. The Human Capital Annex of the USSOCOM 2010 Strategy articulates the coordinated, cross-functional, cross-organizational tasks being addressed to achieve the overall "SOF Warrior Diplomat's" capabilities. LRC is a significant part of this.

The SOF Language Office (SOFLO) facilitates the process of implementing USSOCOM policies and decisions on specific capabilities, in accordance with the Command's Strategic Resource Guidance, the Commander's Training Guidance, and specific direction from the Commander. Each SOF force provider is subsequently provided its portion of capability requirements for action. The SOFLO's primary focus is on the Command's operational requirements; it has only a cursory role with regard to HQ staffing decisions as there are only 14 FAO slots at the HQ, primarily in the J2, J3, and J5 Directorates. These few requirements are validated within the area worked by the cognizant staff directorate, the J8, and the J1.

Reports on SOF component LRC readiness are run quarterly as are reports on deployed SOF units, the system used to generate them will migrate to an online, centralized repository in the future. Periodically the J7/9, J2, and J5 conduct a variety of studies and analyses including future concept development, intelligence and operations forecasts, training analysis, and LRC needs assessments to facilitate continuous improvement and relevance. The J7/9 oversees LRC budget and training execution and assists other HQ staff in LRC POM and other issue analysis. The overall intent is to identify efficiencies, shortcomings, and best practices to optimize the presentation of the SO force.

The J7/9 and appropriate other staff represent SOF interests in the many Interagency, DoD, and Service working groups and other forums addressing LREC issues. This coordinated effort provides advocacy at DoD and Services in support of Foreign Language Proficiency Bonus (FLPB), testing, recruiting, personnel management, personnel data tracking, education, and other issues.

In terms of HQ and SOF Components, this category of support includes assistance on training program issues, POM issues, manpower requirements, and budget gaps; provision of central resources such as an umbrella training service contract, training software licenses, and training for new component and unit language managers; advocacy and coordination to foster collaboration; and targeted study and analysis support.

The J7/9's Education Branch advocates, coordinates, and implements foreign, professional military, and other advanced educational opportunities to complement J5 programs designed to place select individuals in specific assignments with significant

LRC requirements. The SOFLO executes the joint SOF Language Training Program which trains SOF personnel who are assigned away from organizations with funded programs.

SOCOM has long held a deep appreciation for the value of LRC skills to their mission. ADM Olson, SOCOM Commander at the time of this writing, clearly stated his intent is: "[To]maintain a basic level of linguistic ability appropriate for a globally employed force while achieving a high level of skill by a relatively small number of people in languages specific to regions of current and certain future employment. The end result should be improved counterpart relations and an enhanced operational capability at the unit level resulting from a decreased dependence on interpretation/translation by non-SOF linguists. Also inherent in language training is an increased level of cultural sensitivity/knowledge that contributes significantly to situational awareness, safety and security."[435]

In order to realize this intent, in 2009 ADM Olson, began a concerted effort to expand the organic level of LRC capabilities in SOF units. The near-term goal (FY10 and FY11) was for every deploying SOF tactical element to have one language-appropriate linguist at the 2/2/2 level. The longer-term goal is for the unit to have two linguists: one at 3/3/3 level and one at 2/2/2 level in the language(s) most appropriate to the region, with all other team members striving to achieve 1/1/1 in that language.[436]

This goal is tempered by the fact that each Service has its own way of doing business and conducting promotions, including how they incentivize LRC skills. SOCOM contends that existing language incentives support Service needs well, but not SOF needs in particular, as policies were crafted specifically and almost exclusively to support the crypto-linguist community, where the emphasis is on reading/listening and incentive structure established for skill levels 2 and above. From SOCOM's viewpoint, there have been positive changes since 9/11 – for example, the Marines and the Air Force now have incentive pay at level 1, and also pay their respective SOF personnel for speaking ability (versus a sole focus on reading and listening that was the case pre-9/11). SOCOM views speaking capability as the most important language modality in accomplishing SO tasks. Additionally, most of the SOF Components' training models begin at level 1, and SOCOM views payment at this level, experience using the language operationally, and additional training as important links to higher levels. Although the Command has communicated this philosophy to the Services and has offered to "pay the

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[435] Commander, United States Special Operations Command Memo titled "Special Operations Language Policy," 30 March 2009.

[436] Commander, United States Special Operations Command Memo titled "Special Operations Language Policy," 30 March 2009.

difference" if they would incentivize their SOF according to SOCOM wishes, there is still pushback from the Services.

6.   AFRICOM

While AFRICOM has a language office and a SLA, but in this final example, we will focus on a unique entity within the Command, the Knowledge Development Division (KDD), located in the Intelligence and Knowledge Development Directorate, the J2.[437]

The research agenda of the SSRC is primarily driven by AFRICOM strategic interests, as detailed in policy and strategy documents. This research must demonstrate relevance and goes through an internal approval process and is vetted by country desk officers and the embassy country team. All proposals are considered, but studies focused on strategic countries of interest such as Liberia, Northern Nigeria, Mali, Democratic Republic of the Congo (DRC), and Sudan are of specific interest. Study results and insights are disseminated via papers, briefings, roundtables, publishing in academic journals, and presentations at academic conferences.[438]

KDD's mission is to leverage special analytical techniques, Red Team methodology, strategic analysis, social science, traditional and non-traditional information sources to develop and disseminate knowledge in support of Africa Command's operations and security engagement activities.[439] The organizational structure of the KDD reflects its mission, consisting of three branches: the Special Analysis Branch, the Red Team, and the Futures Branch. Each of these branches comprises a number of separate elements.

The Special Analysis Branch works to show relationships and linkages between layers that paint an actionable picture of the operational environment. Subjects include social substructure and cultural markers, centers of power, external influences, resources, and differential development.[440]

A sub element within the Futures Branch, the Social Science Research Center (SSRC) provides greater contextual understanding of social, cultural, environmental, and economic issues for the Command. It primarily consists of Ph.D. Social Scientists with extensive Africa field experience. It is composed of a seven-person core element located in Stuttgart and fields deployable Socio-Cultural Research and Advisory Teams

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[437]   Although the IDA team was unable to arrange to speak to AFRICOM's SLA at length, we interacted with the Knowledge Development Division (KDD), which deals with cultural and regional issues.

[438]   Liza Briggs, AFRICOM SSRC email 5 Oct 2010.

[439]   Mr. Chris Irvin, Deputy Division Chief, AFRICOM KDD Brief.

[440]   Mr. Chris Irvin, Deputy Division Chief, AFRICOM KDD Brief.

(SCRATs) that operate with approval of the country team in locations to be visited. The SSRC and its SCRATs conduct research to improve the field of knowledge and to provide socio-cultural advice in support of DoD activities including exercises, humanitarian civic action, and interaction with security forces.[441]   The research undertaken is fully transparent to the country team and the host nation in partnership with the host nation in accordance with professional ethics and norms.

Also an element within the Future's Branch, the Strategic Research Program focuses on understudied topics that have significant long-term implications for the command. It helps prepare the Command for sudden challenges that might arise over the long term and facilitates decision-making and long range planning.

Although the KDD has the ability to do undertake surges, addressing 30-, 60-, and 90-day needs, they are still very much in the process of building organizational capacity, and working towards developing the social science analytical research network for AFRICOM. Currently manned with approximately 45 people, it was stated another 35 to 55 more academics will be required to create long-term continuity in the program.

Even though KDD is not formally assigned to train staff on socio-cultural issues, its researchers have been involved in teaching Combined Joint Task Force-Horn of Africa (CJTF-HOA) civil affairs unit's half-day classes.[442]

D.   Conclusion

In accordance with DoD directives, each COCOM has established a Senior Language Authority (SLA) according to its perceived requirements. Each of these SLAs has the responsibility to "understand the language needs" of their Command, which vary widely across organizations, with some SLAs receiving extensive support for their efforts. Some COCOM language office staff and SLAs work closely together, especially SOUTHCOM, PACOM, EUCOM, and SOCOM. These SLAs interact as part of the larger community, which consists of the OUSD(P&R) Defense Language Action Panel (DLAP) and the Defense Intelligence Foreign Language Area Advisory Group (DIFLAAG.)[443] With respect to the domains of Language, Region, and Culture, SLAs largely focus – some exclusively –on language.

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[441] SSRC Information Paper, p. 1.

[442] VTC discussion with Mr. Chris Irvin, Deputy Division Chief KDD, 9 Aug 2010.

[443] Telecon with LCDR Stephen Zabinski, EUCOM Strategic Languages Program Manager, 23 June 2010. According to the EUCOM Strategic Language Program Manager, The existence of this community has provided both a responsive sounding board for concerns, and a useful venue for exchanging ideas.

11. The Role of the Five Regional Centers with Respect to Accession Programs and PME

The Department of Defense Regional Centers for Security Studies (RCSS) are academic research entities that promote international cooperation and seek to enhance partnership capacity through outreach and education. In order of founding, the RCSSs are listed in Table 11-1.

Table 11-1. Regional Centers with Dates and Locations

Regional Center	Established/Location
George C. Marshall European Center for Security Studies (MC)	1993, Garmisch, Germany
Asia-Pacific Center for Security Studies (APCSS)	1995, Honolulu, HI
Center for Hemispheric Defense Studies (CHDS)	1997, NDU
Africa Center for Strategic Studies (ACSS)	1999, NDU
Near East-South Asia Center for Strategic Studies (NESA)	2000, NDU

Source: Compiled based on informational interviews with each Regional Center

There is a misperception that the Regional Centers focus, by design, on LRC-related issues and represent an element within the PME landscape. This erroneous characterization has been fueled, in part, by the HASC O&I's November 2008 report, "Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment." In that report, the HASC Subcommittee mistakenly referred to "the four regional centers" and grouped their contributions with that of PME Institutions ranging from accessions through War Colleges.[444]

This final section of the report provides a more cogent and accurate description of the RCSSs and their primary mission. They are not, nor are they intended to be, PME institutions. Their main focus and the majority of their programs are geared towards outreach (e.g. partner militaries), typically with only limited U.S. Government representation.

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[444] "Is there a need for a robust review of language, regional, and cultural courses and requirements in officer and enlisted Professional Military Education (PME), from accessions to the War Colleges, and including the four [sic] regional centers' contributions?" House Armed Services Subcommittee on Oversight and Investigations, "Building Language Skills and Cultural Competencies in the Military: DoD's Challenge in Today's Educational Environment," November 2008, p. 17, 25

A. The Regional Centers' Requirements and Missions

According to U.S. law,[445] the Regional Centers serve as "international venues for bilateral and multilateral research, communication and exchange of ideas relating to a specific geographic area of the world."[446] As part of this mission, the Office of the Secretary of Defense for Policy (OUSD(P)) has directed the Regional Centers facilitate engagement with and among foreign participants to achieve the following policy goals:

1. Enhance regional security through the creation of collaborative communities of interest among military and civilian officials from the states of the region, and examine fundamental causes of relevant security challenges and the most effective means to counter them;

2. Strengthen sustainable institutional capacity at the national and transnational level to enhance national, regional, and international security consistent with the norms of civil-military relations;

3. Foster defense support to civil authorities in dealing with disasters in a manner consistent with each country's legal, historical, and cultural norms and the proper role of the military in democratic societies;

4. Promote critical thinking on global security challenges as they relate to their geographic regions.[447]

USD(P) also directs the Regional Centers to support DoD policy objectives, particularly Defense Strategy and Security Cooperation Guidance through education, military officer exchanges, research, and information sharing – activities designed to enhance security,

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[445] IDA referenced the following documents that provide legal, policy, or other guidance regarding the role of the Regional Centers: Title 10, U.S. Code, Section 184, "Regional Centers for Security Studies;" Department of Defense, Regional Centers for Security Studies, Fiscal Year 2009 Report to Congress, February 2010; OUSD(P) DoDD 5200.41, DoD Directive, DoD Centers for Regional Security Studies, July 30, 2004; OUSD(P&R) DoDI 5160.70, DoD Instruction, Management of DoD Language and Regional Proficiency Capabilities, June 12, 2007; "Policy Guidance for the DoD Regional Centers" (Memorandum for the COCOM Commanders and Directors, Regional Centers, From Eric Edelman, January 18, 2006); "Policy Priorities for DoD Regional Centers Program Planning, 2010 – 2015" (Memorandum for the Director, DSCS and the Directors, Regional Centers, From Joseph Benkert, February 1, 2008); "Regional Center Policy Guidance" PowerPoint Presentation by Paul Hulley, Principal Director, Partnership Strategy and Stability Operations (date unknown; accessed on GCSC Portal); "Executive Agent for DoD Regional Centers for Security Studies" (Memorandum for the Service Secretaries, Chairman of the Joint Chiefs of Staff, Undersecretaries of Defense, Assistant Secretaries of Defense, Inspector General of DoD, and Directors of: Operational Test and Evaluation, Administration and Management, Program Analysis and Evaluation, Net Assessment, Force Transformation, Defense Agencies, DoD Field Activities, from Gordon England, September 29, 2005).

[446] Title 10, U.S. Code, Section 184, "Regional Centers for Security Studies" (section a).

[447] "Regional Center Policy Guidance" Power Point Presentation by Paul Hulley, Principal Director, Partnership Strategy and Stability Operations (date unknown; accessed on GCSC Portal).

foster partnerships, encourage representative democratic systems in partner nations, and strengthen civil-military relationships therein.[448] Thus, the role of the Regional Centers is clearly one of outreach and building partnership capacity. In pursuing these policy goals, however, OUSD(P) expects the Regional Centers to support the activities of their respective COCOM's and foster opportunities for USG interagency partners to attend programs and serve on Regional Center's faculties and staffs. Moreover, OUSD(P) expects the Regional Centers to connect outreach and network-building efforts with those of the other Regional Centers, the Global Center for Security Cooperation, the Department of State, and DoD educational institutions. This is the *only* reference by OUSD(P) to the Regional Centers engaging DoD's educational institutions in the literature reviewed.

USD(P&R) refers to the Regional Centers while articulating the role of OUSD(P) in the Management of DoD Language and regional Proficiency Capabilities. It states that OUSD(P) shall, "in coordination with the Chairman of the Joint Chiefs of Staff and the Combatant Commands, formulate policy to utilize DoD Centers for Regional Security Studies…to enhance regional proficiency education and training programs."[449] This is the only example of DoD guidance that emphasizes the role of the Centers with respect to education for U.S. Service personnel. In fact, most of their staffs' downplayed the role of their Centers with respect to U.S. Service personnel. When IDA conducted its interviews it was repeatedly stated by staff that, "Regional Centers are not PME institutions." Rather, their primary mission is to support DoD security objectives through outreach. In that capacity, the majority of the resources expended by the Centers are focused on partner militaries and capacity building.

Furthermore, according to the, *Department of Defense Regional Centers for Security Studies Fiscal Year 2009 Report to Congress*, the statutory mission of the Regional Centers for Security Studies is to "study security issues relating to specified geographic regions of the world by serving as forums for bilateral and multilateral communication and military and civilian exchanges of ideas."[450] Thus although cultural, regional, and linguistic content are not the defining features of the Center's mission but, as described in this document, feature quite prominently in their activities. Nonetheless, although they each operate in a given cultural or regional context, their core focus is on security..

Building bridges between individuals and organizations from nations in key strategic locations and the U.S. illustrates the valuable role of the Regional Centers. The RCSSs' *Fiscal Year 2009 Report to Congress* states this value clearly: "DoD's strategic

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[448] "DoDD 5200.41, DoD Directive, DoD Centers for Regional Security Studies," July 30, 2004.

[449] "DoDI 5160.70, DoD Instruction, Management of DoD Language and Regional Proficiency Capabilities," June 12, 2007.

[450] Department of Defense Regional Centers for Security Studies Fiscal Year 2009 Report to Congress, vi.

vision is for the Regional Centers to build and sustain an empowered network of current and future security leaders who share common values and perspectives, strive to increase their national capacity to meet internal security needs while contributing to the security of others, and promote greater international cooperation."[451] In addition to these official roles, Regional Centers' staff stresses the importance of their institutions as a useful policy tool in regions where a military presence might be perceived with some apprehension. For example, the Africa Center for Strategic Studies (ACSS) may be regarded more as an academic institution, and as such may be more welcome than AFRICOM – a military command. There are also examples of Regional Centers where the staff reportedly enjoys better access to individuals and organizations in the region than the COCOM staff.[452]

B.   Areas of Operation and Support to COCOMs

Although each Regional Center is associated primarily with a given geography, they do work collaboratively to support U.S. policy objectives. In fact, there is significant overlap in each Center's Areas of Responsibility (AORs.) The five each support different combinations of COCOMs, including the Special Operations Command, in their programs. Some Centers (NESA, prominently) even indicated that at times they work more closely with SOCOM than with their more obviously linked geographic COCOM. The Regional Centers' primary AORs are listed in Table 11-2 in order of relative importance. (See also Figure 11-1.)

Table 11-2. Regional Centers' Primary AORs, Listed in Order of Relative Importance

Regional Center	COCOM Served
The George C. Marshall European Center for Security Studies	Primary: EUCOM Secondary: CENTCOM, AFRICOM, PACOM.
The Asia-Pacific Center for Security Studies	Primary: PACOM Secondary: CENTCOM, SOUTHCOM.
The Center for Hemispheric Defense Studies	Primary: SOUTHCOM, NORTHCOM.
The Africa Center for Strategic Studies	Primary: AFRICOM, SOCOM. Secondary: CENTCOM, PACOM.
The Near East-South Asia Center for Strategic Studies	Primary: CENTCOM, SOCOM Secondary: AFRICOM, EUCOM, PACOM.

Source: Compiled based on informational interviews with each Regional Center

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[451] Department of Defense Regional Centers for Security Studies Fiscal Year 2009 Report to Congress, vi.

[452] As reported to IDA in interviews, site visits, video teleconferences and teleconferences.
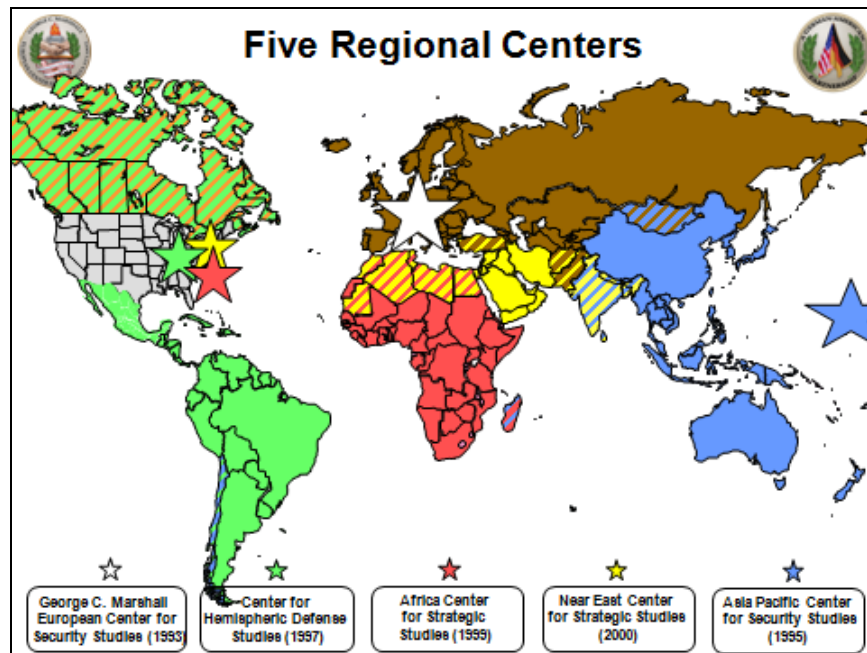
Source: "George C. Marshall Center: A German-American Partnership" PPT Brief, 19 March 2010

Figure 11-1. The Five Regional Centers with AORs

Of all the RCSSs, the Marshall Center undoubtedly has the foremost capacity to serve the greatest number of participants. Due to its unique history (having been established to provide an educational forum for military and civilian leaders following the fall of the Soviet Union), it has developed far more robust academic and outreach programs than the other Centers.

In addition to supporting the European theater security cooperation strategies and objectives, the Marshall Center supports five Central Asian States: Kazakhstan, the Kyrgyz Republic, Tajikistan, Turkmenistan, and Uzbekistan. The Center also has a supporting relationship with Mongolia and Afghanistan.[453] Moreover, the Marshall Center hosts students from nations well outside of its traditional area of interest, including countries in Latin America, North America, Africa, and Asia. This expansion beyond EUCOM's AOR – coupled with its superior capacity to provide superb academic and outreach programs – has prompted some debate within OUSD(P) regarding the appropriate focus for the Center, particularly whether it should have a regional or functional focus. Marshall Center personnel have done their best to balance the various regional and functional OUSD(P) with equities in its mission but ultimately lack of firm guidance.

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[453] http://www.marshallcenter.org/mcpublicweb/en/nav-main-home-en/nav-main-home-about.html

C. Authorities

The Regional Centers receive guidance from three main sources, depending on the issue: the Defense Security Cooperation Agency (DSCA), OUSD(P), and the Combatant Commands.[454] They also have a unique relationship with the National Defense University (NDU) and often collaborate and confer with their respective regional desks in the Joint Staff J5. The nature and purview of these organizations are described here.

Pursuant to DoD Directive 5101.1, the Director of DSCA is the designated Executive Agent for the Regional Centers. In this capacity, DSCA exercises administrative authority and is assigned the responsibility for: (a) programming, budgeting, and financial management of the resources necessary to support the operation of the Regional Centers, to include all operation and maintenance costs (including personnel costs and base operations support costs); and (b) providing civilian personnel to staff the Regional Centers, including providing for military and civilian human resources services support and personnel management.[455]

The Regional Centers are housed organizationally under the Office of the Under Secretary of Defense for Policy. The DASD for Partnership Strategy and Stability Operations (PSSO) (designated by the Chief of Staff for Policy Integration) provides policy guidance at the programmatic level to the Regional Centers, which it synthesizes from inputs from the various Regional Offices under their respective Assistant Secretaries.[456] This is where regional and functional activities are prioritized and evaluated for their utility.[457] According to one observer with direct insight, this process used to be far more centralized, with more influence from the top (ASD Global Security Affairs); now there seems to have been more input delegated to the individual Regional Desks.

The geographic COCOMs also provide recommendations to the relevant RCSSs, in accordance with guidance from the regional DASDs and within the framework provided by DASD/PSSO.[458] This comes primarily in the form of direction over operational

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[454] The RCSSs do not receive any guidance or other input from the Services, which is logical due to probable concerns over the RCSSs potentially encroaching on their Title 10 authorities.

[455] "Executive Agent for DoD Regional Centers for Security Studies" Memorandum from Gordon England, September 25, 2005.

[456] See the Under Secretary of Defense for Policy organizational chart for the placement of the Regional Offices under their respective Assistant Secretaries of Defense: http://policy.defense.gov/common/Policy_Leadership_Slate.pdf

[457] The latest efficiency review conducted by OSD Partnership Strategy convened the Regional Desks which each commented on the utility of each Regional Center's program. It was a result of this efficiency review that the Regional Centers Program experienced a $30 million budget cut.

[458] "Policy Guidance for the DoD Regional Centers" (Memorandum for the COCOM Commanders and Directors, Regional Centers, From Eric Edelman, January 18, 2006).

activities and their execution in the region. This relationship will reportedly be clarified in the forthcoming OUSD(P) policy guidance memo, which will explain that the RCSSs support to COCOM priorities rather than receive direct guidance from them. That said, the OUSD(P) guidance is typically broad enough that most COCOM activities fit well within the parameters, so conflicts rarely, if ever, arise. In this regard it is important to note is that the COCOMs are the Regional Centers' first-level raters.[459] Although the Under Secretary of Defense for Policy is the Senior Rater, because of this rating system, according to one observer, the Regional Centers are far more responsive to their COCOMs and interact to a lesser extent with OSD's Regional Desks.

The Regional Centers each engage their respective COCOMs through different channels. Most work through the COCOM J5s, though there are often occasions when they will engage other offices. For example, in addition to PACOM's J5, the Asia-Pacific Center for Security Studies (APCSS) has significant interaction with the J72 (the proponent for all training and orientation activities) and also ACSS works with Special Programs and Planning staff at AFRICOM (equivalent of J5). The Marshall Center has the most robust interaction with EUCOM, engaging primarily through its J5 (Capacity/Partnership/Security Cooperation), though it also works with all the desk officers, J7 for assessments, and other offices as the need arises (for example working with the J2 for a conference on cyber security).

The only Regional Center that receives policy guidance from another authority is the Marshall Center. The German Ministry of Defense (MOD) is also a stakeholder in the Marshall Center, although relatively passive partner. Nonetheless, while all activities and programs are vetted through the German MOD, it generally does not object to U.S. proposals and does not make any significant demands of the Marshall Center. This is perhaps because the U.S. provides the majority of the funds so it is accorded more leverage and influence than the Germans. Furthermore, no reporting requirements exist for the Marshall Center to the MOD, and the relationship between the two is extremely low profile. That said, Marshall Center staff would like to see more direct communication between OSD and the MOD so as to reduce its role as the middleman, according to including staffing issues.

According to DoDD 5200.41, the President of NDU, subject to the policy oversight of the OUSD(P), exercises authority, direction, and control over the Center for Hemispheric Defense Studies (CHDS), ACSS, and the Near East-South Asia Center for Strategic Studies (NESA). This entails consulting with OUSD(P) on the selection of Regional Center Directors; participating as requested by the OUSD(P) in reviews of Centers' resource allocation, management practices, activities, and measures of

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[459] "Executive Agent for DoD Regional Centers for Security Studies" Memorandum from Gordon England, September 25, 2005.

effectiveness; supporting coordination between the Centers and their respective Regional Combatant Commands for the effective employment of support available through RCSS activities; and coordinating programming and budgetary support for designated Centers.

In reality, however, NDU has but a nominal stake in the activities of "its" Regional Centers and a minimal role in governing their activities. Whereas NDU used to be the Executive Agent for ACSS, CHDS, and NESA, reporting to the Joint Staff, these RCSSs were subsequently transferred to DSCA to ensure their responsiveness to OUSD(P). Now, the three are affiliated with NDU, but are not NDU entities. To this end, DSCA has entered into an academic MOU with NDU allowing ACSS, CHDS, and NESA to use its logo and email. In this way, NDU provides academic oversight for its Centers – a relationship that has proven to offer valuable top cover for the latter, particularly as NDU provides neutrality and credibility as an academic institution.

With regard to their relationships with respective COCOMs, it appears as though there is a slight distinction to be made between the "Command RCSSs" and the "NDU RCSSs." Officially there is a distinction between these two groupings, as articulated in DoDD 5200.41, which states that subject to the policy oversight of OUSD(P), EUCOM and PACOM should exercise authority, direction, and control over the Regional Centers established within their commands, while the President of the NDU does the same for ACSS, CHDS, and NESA. This division is also in line with those RCSSs that are collocated with their respective COCOMs (APCSS is located in Honolulu and the Marshall Center is located in Garmisch, Germany), while the ACSS, CHDS, and NESA are all located on the grounds of NDU.

Although this distinction is not supposed to affect the activities of Regional Centers, IDA perceived that the "Command RCSSs" (i.e., the Marshall Center and APCSS) seemed to be more explicitly integrated into Theater Security Cooperation Plan (TSCP) activities. Although certainly still responsive to COCOM requirements, the "NDU RCSSs" (ACSS, CHDS, and NESA) act with greater independence in that regard.[460] One interviewee noted the "Command RCSSs" have their own contracting offices, which are significantly more adept at local transactions and in this way may be more in tune with their COCOM's requirements, etc. While IDA certainly observed a closer relationship between the "Command RCSSs" and their COCOMs, this was neither confirmed nor echoed by interviewees. In fact, one observer notes that all the RCSSs preferred to work with their respective COCOMs over OSD, due to the rating system cited previously.

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[460] The divisions are delineated in: DoDD 5200.41, July 30, 2004 "DoD Centers for Regional Security Studies." It is also true that the "Command" RCSSs are physically located closer to their respective COCOM headquarters relative to the Pentagon than are the "NDU" RCSSs, which are all three located at the National Defense University.

This balancing act between OSD and the COCOMs is made more complex by the role played by the U.S. Department of State (DOS). The relationship between the RCSSs and DOS varies depending on the RCSS in question and the circumstance. In a logistical sense, DOS plays a direct role in the selection (or vetting) of international participants for the full spectrum of RCSS events. DOS staff also participates in limited numbers in some of the events held by the Regional Centers; additionally, there are examples of events held specifically at DOS request.[461] Indeed, some RCSS representatives communicated a desire to develop a closer relationship and affiliation with DOS, even suggesting that the RCSSs might be most logically placed under the State Department's authority but that, due to their lack of resources, this is an unfeasible option.[462]

D. Regional Centers' Programs Interaction with U.S. Service Personnel

In accordance with USC Section 184 which states that, "participants in activities of Regional Centers may include United States and Foreign military, civilian and nongovernmental personnel,"[463] in order to assess the extent to which the RCSSs provide any type of education – LRC or otherwise – to U.S. Service personnel, IDA inquired about the student composition in each Center's programs. That is, although these programs are largely designed for foreign audiences, American Service personnel may legally participate in any and all Regional Center programs.

All interviewees, from both the Regional Centers and OUSD(P), indicated that the vast majority of their students, fellows, and participants (each Center refers to their participants slightly differently) are foreign. This is consistent with the broad purpose of the Regional Centers – to facilitate outreach and build the capacity of our partners' military and civilian leadership. In general, courses are open to U.S. Government personnel (including active duty Service personnel), though typically they feature at most limited USG representation, sometimes with observer status only. Many attribute this minimal USG participation, particularly among active duty Service personnel, to a military that is stretched thin and whose members find it difficult to set aside three weeks to attend a course. While courses are open to students of the Military Academies, ROTC programs, Officer Candidate or Officer Training Schools, and enlisted, the Regional Centers do not have official programs with any of these institutions.

Each Center has a different approach to admitting Americans. The prevailing attitude at ACSS, for example, is that U.S. participation can impede honest and frank

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[461] Department of Defense Regional Centers for Security Studies Fiscal Year 2009 Report to Congress

[462] As reported to IDA in interviews, site visits, video teleconferences and teleconferences.

[463] Title 10, U.S. Code, Section 184, "Regional Centers for Security Studies" (section d).

exchanges. The extent to which each RCSS embraces USG (including military) participation varies by the center and depends also on the topic of discussion at the event. Interestingly, many of the Regional Centers indicated that their foreign students enjoy and appreciate American participation in their courses, not only to provide the U.S. perspective but because they perceive the U.S. presence as enhancing the reputation of the courses. U.S. participation is shown in Table 11-3.

Table 11-3. U.S. Participation in RCSS courses

Regional Center	USG Participation in Core Classes
APCSS	10% U.S. participation (Military and interagency) Typically at O5 (some O4) level and above Full participation
CHDS	4-5 Officers per course Generally Army Highest representation from SOCOM, followed by SOUTHCOM and NORTHCOM Civilian participation from DIA, DHS, FBI.
ACSS	90% observer status; 10% active participants
NESA	Full participation Typically Officers from CENTCOM, SOCOM, or TRADOC. FAOs, planners, desk officers and other positions requirement regional knowledge.
Marshall Center	6.8% U.S. participation[464] (50% military; 50% civilian) Typically not from EUCOM Full participation[465] May participate in academic resident courses, outreach programs, PLTCE. Eurasian Foreign Area Officer program, U.S. Senior and International Fellows Programs and the Marshall Center Scholars Program. (which are U.S. only?)

Source: Compiled based on informational interviews with each Regional Center

There are, however, some classes tailored for USG personnel (not necessarily Service personnel, though they may participate). Others are open to USG personnel on an unrestricted basis. APCSS, ACSS, and the Marshall Center in particular offer courses as shown in Table 11-4.

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[464] According to statistics available from the Marshall Center, there have been 501 graduates from the U.S. out of a total of 7,367.

[465] U.S. Service personnel can receive JPME I credit for participation in the Marshall Center's academic courses.

Table 11-4. U.S. Participation in RCSS courses tailored for USG personnel

Course	Audience	Description
(APCSS) Asia-Pacific Orientation Course (APOC)	1. Primarily mid-level civilian officials and military officers (some selected warrant officers and NCOs), whose current position involves operating in international or intergovernmental settings, regional policy analysis, recommendations, or decision making, from U.S. PACOM, sub-components and self-funded allied/partner nations.[466] 2. Other USG and Asia-Pacific security practitioners, whose current/future responsibilities require significant input to intergovernmental policy analysis, formulation and decisions regarding the Asia-Pacific region.	The course provides an introduction to Asia-Pacific culture, politics, protocols and challenges, while addressing U.S. interests in the region. The curriculum is focused by day and examines: Day One) Regional Perspectives, Day Two) Treaty Alliance Partners & Security Challenges, Day Three) Key Regional Players & Security Challenges, Day Four) Regional Issues, and Day Five) Transnational Challenges. Attention is given to both historical and emerging issues. The course includes a rigorous program of lectures and interactive sessions, and three break-out seminar sessions. This course supports the U.S. Pacific Command and its sub-components' education needs and has expanded to include military and civilian officials from other U.S. government agencies, allies, and partner nations.
(APCSS) Senior Executive Asia-Pacific Orientation Course (SEAPOC)	1. U.S. PACOM or component Senior Leaders (07 or above, or civilian equivalent) whose current position requires making (or having significant input to) critical interagency decisions requiring significant input to intergovernmental policy analysis, formulation and decisions in international settings. 2. U.S. Senior Leaders training for service in Asia-Pacific or Asia-Pacific related settings whose current/future responsibilities require	The course provides an introduction to Asia-Pacific culture, politics, protocols and challenges, while addressing U.S. interests in the region. The curriculum is focused by day and examines: Day One) Regional Perspectives, Day Two) Regional Issues, and Day Three) Transnational Challenges. Attention is given to both historical and emerging issues. The course includes a rigorous program of lectures and interactive sessions, and three senior-leader seminar sessions.

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[466] Although APCSS doesn't explicitly exclude foreign or USG civilian personnel from participation in APOC courses, the vast majority of students have been active duty U.S. military with approximately 10% non-military and 10% foreigners.

Course	Audience	Description
	significant input to intergovernmental policy analysis, formulation and execution. 3. U.S. security practitioners serving as Senior Leaders for important interagency organizations/headquarters with Asia-Pacific linkages. 4. 06 and civilian equivalents will be considered for registration where professional position offers special relevance to the course material.	
(ACSS) Introduction to African Security Issues Seminar (IASI)	USG officials with little or no background in African security issues but who have duties/responsibilities relating to Africa	This is an introductory-level seminar designed to provide a basic understanding of political, social, military, and economic aspects of security in Africa and to introduce major U.S. policies and programs regarding Africa.
(ACSS) Horn of Africa Orientation Seminar for CJTF-HOA	Government personnel, both military and civilian	An introductory-level seminar designed to provide military and civilian officials assigned to the Combined Joint Task Force – Horn of Africa (CJTF-HOA) with knowledge of political, economic, security and diplomatic history and trends in the Horn of Africa region
(ACSS) Command Support Programs[467]	AFRICOM Personnel	• AFRICOM Academic Symposium • African Defense Force Joint Warrant Officer Symposium • Africa Command 101 (twice a year) • CJTF-HOA Intro Program • TOPS Symposiums • Army Africa Land Forces Summit
(Marshall Center) Eurasian Foreign Area Officer Program	U.S. military officers and officers of allied nations	The Eurasian Foreign Area Officer (FAO) Program prepares U.S. military officers and officers of allied nations to be leading regional experts and to serve in key political-military assignments throughout Eurasia. While each FAO executes a unique, tailored, individual training program, most FAOs can expect to spend 12-18 months living, working, and traveling in Eurasia, as well as participating in

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[467] ACSS Brief at Regional Center Roundtable, May 2010.

Course	Audience	Description
		Marshall Center activities. The training program components include: host nation homestays, advanced language training, work assignments at U.S. embassies in the region and/or with Eurasian militaries, regional field studies and research, attendance at host nation civilian and military academic institutions, and participation in Marshall Center resident courses.
		After completing the program, FAOs go on to serve in U.S. embassies in the region, on NATO and major U.S. theater command staffs, and on numerous operational missions throughout the world. FAOs have been described as the United States' soldier-statesmen. More than 1200 FAOs have completed this training program since it began in 1947. More than 30 graduates have attained general officer/flag officer or ambassadorial rank.
(Marshall Center) Partner Language Training Center Europe (PLTCE)	U.S., NATO/ Partnership for Peace (PfP) (Of Americans who enroll, most are enlisted though there are also a fair number of intelligence officers and others preparing to deploy who need to "brush up" on local langauges.)	The Partner Language Training Center, Europe (PLTCE) offers intermediate, advanced and specialized classroom instruction in ten languages and dialects for about 400 U.S., NATO/PfP military and civilian linguists each year. PLTCE offers language training in Arabic, French, German, Persian-Farsi, Russian and Serbian-Croatian. The center also conducts classes in English and German as foreign languages for another 400 international participants of the Marshall Center's resident security studies programs.
(Marshall Center) U.S. Senior Fellows Programs	4-5 U.S. Fellows each year.	The U.S. Senior Fellows Program provides a regionally focused, professional education experience at the senior service school level for U.S. Air Force and Army officers at the rank of Lieutenant Colonel and Colonel. Fellows are selected by their respective Services to participate in the eleven-month program, during which they participate in the Program of Advanced Security Studies (PASS) and other selected Marshall Center resident courses. Fellows also conduct research on a security affairs topic under the mentorship of a faculty member and produce a peer-reviewed paper suitable for publication. In addition to these required activities, Fellows may take advantage of available language courses, participate in Marshall Center-hosted

Course	Audience	Description
		conferences and outreach activities, and, if suitably qualified, they may teach a PASS seminar. Fellows also have the option of attending professionally relevant courses at the NATO School, Oberammergau.
		Through their coursework, research, writing, and interaction with other participants in resident programs, Fellows enhance their general understanding of international and security affairs, while developing specialist knowledge of European and Eurasian security issues. Fellows can receive senior service college credit upon completion of the program and are well equipped to serve either in the region or as a senior staff officer dealing with regional issues.

Source: Compiled based on informational interviews with each Regional Center and syllabus/program information on each Regional Center's website.

ACSS and APCSS noted that the increased demand by USG personnel seeking to become more culturally educated on regional security issues was the impetus for these classes, as well as familiarizing newcomers to the command with their new environment. In fact, it has become common for some Defense Attachés (DATTs) and FAOs to attend these courses as part of their predeployment training. Moreover, their increasing popularity has solidified these courses' positions in their curricula. For example, Asia-Pacific Orientation Course (APOC) used to be offered annually but is now held three times a year (at APCSS, close to PACOM). The Introduction to African Security Issues (IASI) course has received such high praise among participants in Washington, DC, that AFRICOM has requested it be held quarterly in Stuttgart.

In addition to these regularly scheduled events, there are often requests for the Regional Centers to brief USG personnel preparing to deploy to the region, as well as COCOM staff already in the region. For example, ACSS has been approached by the Marine War College, which requested a one-day seminar on African security issues. Similarly, APCSS has been approached by various USG agencies including the Defense Threat Reduction Agency (DTRA), Joint Special Operations University (JSOU), the Foreign Service Institute (FSI), the State Department's Coordinator for Reconstruction and Stabilization (S/CRS), and the Command Joint Staff College, to execute seminars similar to APOC. In the same vein, APCSS and CHDS routinely host the General Officer Capstone Courses participants en route or returning from the AOR and share background on security challenges and even some aspects of local customs and culture.

Other background briefs to DATTs and embassy personnel preparing to deploy are typically to apprise the audience of the RCSSs' capabilities and opportunities for reach-back; little to no cultural or regional expertise-related content is made available unless

specifically requested. In some instances, particularly when these delegations comprise academic groups such as students from the War Colleges, the Regional Centers derive value from these exchanges as they solicit scholarly perspectives from individuals returning from the region.

Finally, in some instances, student groups from Service PME institutions will visit Regional Centers before or after visits overseas in order to gain insights into countries on their itineraries. Despite their growing popularity and increased demand (not just from within DoD but various civilian agencies as well such as the State Department), limited resources in an era of declining budgets have precluded the Regional Centers from offering these courses on a regular basis. Despite repeated government inquiries, all the Regional Centers felt that they could probably not accommodate many additional requests for expertise or briefings, for instance.

Because this policy guidance focuses heavily on outreach, building partnership capacity and synchronizing regional efforts, the Regional Centers have not traditionally focused on "inreach" to U.S. Service personnel. All interviewees noted that in a time of extremely constrained resources (the RCSSs recently experienced a total budget cut of $30 million) it is very unlikely that they would initiate such an endeavor, since it does not directly support policy guidance. Moreover, U.S. Code, Title 10 (Section 184, titled "Regional Centers for Security Studies") explicitly omits education from the RCSS's mandate, since there are legal implications of providing education to foreign nationals.[468] That said, OUSD(P) representatives indicated that OSD would probably allow increased LRC content in the RCSSs, until such time they began to neglect those focus areas that are stated in the policy guidance.

The content of these courses revolves heavily around security and regional cooperation. Even the Marshall Center, which has by far the most extensive course offerings, does not focus on language or cultural content nor does it interact with EUCOM's operational forces preparing to deploy. The exceptions are PLTCE and the Eurasian Foreign Area Officer Program, which caters to FAOs and not general purpose forces. Rather, the Marshall Center is typical among the RCSSs in that it has a strategic focus.[469] As a general rule, the remaining RCSSs also do not include any language or cultural content, though there are ample opportunities for cultural exposure and linguistic immersion available to students. For example, CHDS courses are almost exclusively taught in Spanish, while NESA's participants can listen to courses in English, French,

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[468] One interviewee speculated that it might still be possible to incorporate LRC-type content into the RCSSs, if this legislation was changed without mention of "education."

[469] Marshall Center staff indicated that it currently lacks the capacity to deliver these types of courses in an effective way, but if directed by OSD or the COCOMs to develop such a capability, it would be compelled to do so.

Arabic, or Dari. This offers an invaluable opportunity for U.S. Service personnel to practice their language skills with native speakers and emphasize defense and security-related vocabulary. NESA reported that many senior-level officials from DoD routinely request participation in NESA's activities in order to stay apprised of existing and emerging regional issues. Thus, in a way, NESA is indirectly providing cultural and regional education to USG personnel. Likewise, all the RCSSs report that some of the most productive and valuable discussions occur during sidebar interactions where candid foreign perspectives are revealed. Social events such as organized potlucks or impromptu get-togethers are also valuable opportunities for Americans to absorb cultural, linguistic and regional awareness from their foreign peers.

E. Assessing Performance

Because the RCSSs are not PME institutions, they are under no requirement to measure progress made in the education of U.S. forces. They do, however, measure progress made in achieving their outreach and capacity-building missions. Although there is no standardized approach among the Centers to perform this function, there are several common themes observed by all. First is the difficulty in obtaining honest feedback from participants. For example, due to cultural norms and often the language barrier, NESA, CHDS, and ACSS have observed some reluctance on the part of their students to provide criticism or negative feedback to their American hosts, even on anonymous course evaluations. There is even some concern that their responses are secretly recorded, possibly precluding their participation in future events. As a result, these types of course evaluations are not always terribly helpful, though U.S. students are generally quite forthcoming with suggestions for improvement.

The second and more significant common theme with respect to assessing performance is the difficulty in measuring the effectiveness of their programs, specifically the challenge of quantifying inherently qualitative information. A common example is the relationship that develops between two individuals who meet at an RCSS program. The resulting benefits from these individuals' continued interaction, communication, and collaboration following the event would be difficult to measure; although the effects are considerable and often lasting, there are no objective metrics for the value of developing relationships.

Methodologies for assessing program performance have been the topic of debate among the RCSS community for some time. The approach employed by the majority of the RCSSs for measuring the value of their programs is the Kirkpatrick Model, which is a

well-known methodology for evaluating training programs.[470] It focuses on four levels of outcome evaluation:

- Level 1: Reaction (To what degree participants react favorably to the training)

- Level 2: Learning (To what degree participants acquire the intended knowledge, skills, attitudes, confidence, and commitment based on their participation in a training event)

- Level 3: Behavior (To what degree participants apply what they learned during training when they are back on the job)

- Level 4: Results (To what degree targeted outcomes occur as a result of the training event and subsequent reinforcement)

This model was first adopted by the Marshall Center, and subsequently used by the other RCSSs with encouragement from DSCA. The Marshall Center used this approach (Figure 11-2) to develop the following strategy for its program evaluation:
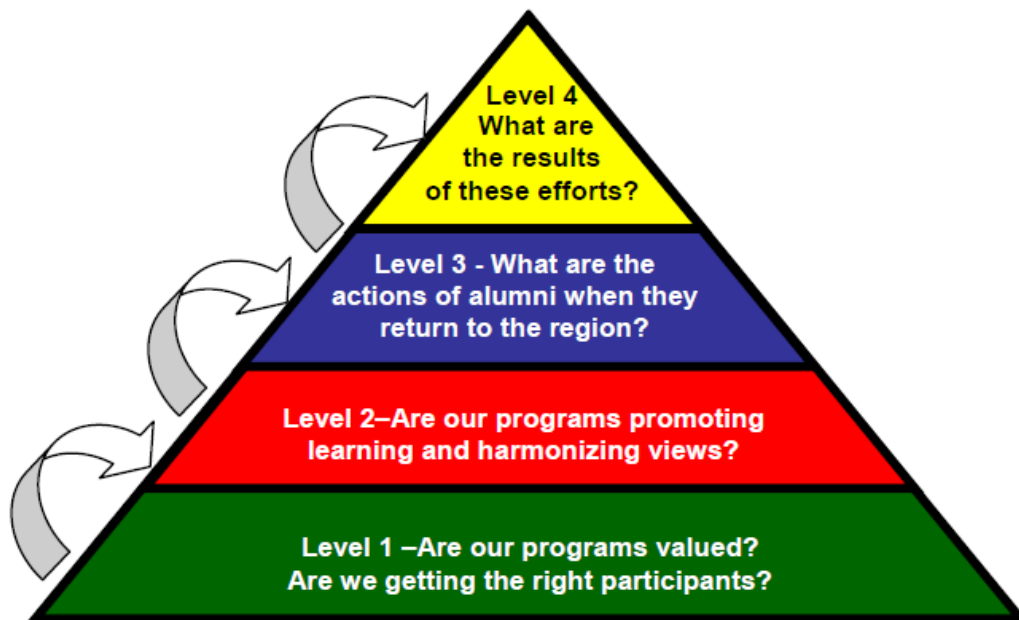
Source: Marshall Center Alumni Survey Report, 1994 – 2006, published in 2008

Figure 11-2. Marshall Center Program of Evaluation

While there are numerous limitations within the Kirkpatrick Model (described below), advocates of the methodology, including the Marshall Center, emphasize that while one quantitative data point alone may not be compelling, a trend resulting from an aggregated result is hard to refute if a sufficient number of data points exist to support an assertion.

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[470]   For more information on the Kirkpatrick model see:
http://www.kirkpatrickpartners.com/OurPhilosophy/tabid/66/Default.aspx

The Marshall Center by far has the greatest capacity to document the results of such program assessments. In 2008, it completed an Alumni Survey Report that captured inputs and ideas from 1,147 alumni (primarily foreign) since 1994 in an effort to measure the progress made by the Center in achieving its mission of promoting peace through understanding. Through the Kirkpatrick model, coupled with additional qualitative survey analysis methodologies from Fred Reichheld,[471] the Marshall Center was able to measure quantitatively the extent to which its alumni:

- Are satisfied with and value their Marshall Center experience

- Think the Marshall Center is achieving its mission

- Perceive they learned a significant amount on selected security topics

- Have an increased appreciation of defense issues and western response

- Have increased openness to other views

- Attribute success at work to their Marshall Center experience

- Share and apply their new knowledge after returning home

- Serve in key positions on international staffs, peacekeeping and coalition operations around the globe – and they credit the Marshall Center with helping prepare them for these positions

- Use the contacts made at the Marshall Center to network and collaborate on security issues

- Influence their institutions and foster security cooperation.

Based on the results and recommendations of this survey/study, the Marshall Center was able to begin to examine how it might best respond and improve its performance. For the purpose of this study, it should be emphasized that the targeted respondents were foreigners from 72 of the 87 countries represented in resident programs between 1994 and 2006. Thus feedback from U.S. Service personnel is not specifically solicited in these types of assessments, but they are not the target respondent population either.

While the other RCSSs have for the most part also used the Kirkpatrick Model to measure the value of their programs, it is evident that this model has been employed for lack of a more appropriate tool. Each RCSS recognizes the administrative value attained by conducting quantitative performance assessments, but they emphasize the inherent difficulty in capturing subtle, immeasurable qualitative observations in a quantitative structure, which could fundamentally misrepresent the data.

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[471] Fred Reichheld, "*The Ultimate Question*", 2006, Harvard Business School Press. More information is available at www.netpromoter.com

Some ACSS staff, for example, contend that the model is not culturally relative and cannot be applied in Africa in the same way as Europe. While NATO countries have the capacity and infrastructure to implement many of the programs and practices learned at the Marshall Center, it is not realistic to expect African governments to adopt these same ideals. Moreover, the expectation that African participants will fundamentally alter their behavior once they return to their countries is unrealistic for cultural and political reasons. A government official attempting to crack down on corruption after attending an ACSS course on anti-corruption, for example, could risk significant negative and even violent backlash from the regime. Therefore, ACSS staff is currently examining other models to measure success, seeking new approaches for assessing outcomes both quantitatively and qualitatively and in a culturally relative way.

CHDS also employs the Kirkpatrick model;[472] although most of the staff agrees the conclusions commonly drawn from the model are not always accurate (they believe it may be more appropriate for organizations such as factories or universities). Rather, CHDS prefers to cite anecdotal evidence to illustrate the value of its activities. For example, Jamaica's Constabulary Chief (a graduate of CHDS) recently engaged the Center to hold a seminar that otherwise would not have occurred. This was perceived to be an indication of the program's value, as it fostered working relationships that have advanced both U.S. and Jamaican security objectives.

APCSS employs various techniques to measure its short-, mid-, and long-term value. They have typically pointed to instances of increased interest, such as the growth of the APOC program, to indicate success. APCSS also presents real-life scenarios in its courses, where participants identify one problem set they would realistically face in their home countries. Given the information and resources made available to them by the APCSS, faculty observes how they approach the problem and develop a strategy to address it. Ultimately, APCSS relies mostly on testimonials from departing fellows. As echoed by the other RCSSs, however, APCSS has found it difficult to quantify these successes, though it recognizes the need to present its achievements in a quantitative manner. The extent to which APCSS attains its goals is captured in surveys, which include feedback from U.S. participants. The Senior Executive Asia-Pacific Orientation Course (SEAPOC) course, for example, was assessed and overwhelmingly achieved a favorable response from U.S. participants who noted that the course significantly enhanced their knowledge of the Asia-Pacific region and the security challenges facing it.[473]

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[472] "CHDS Policy Education Program for Fiscal Year (FY) 2011, FY2012 - FY2016" Briefing for Directors' Roundtable (DRT), May 13, 2010.

[473] Ed Smith, "Asia Pacific Center for Security Studies" Briefing for Directors' Roundtable, May 2010.

NESA also prefers anecdotal evidence to assess its performance in engaging foreign partners and cultivating relationships. The most significant metric that NESA has observed is the changing attitude of foreign students toward Americans (though not necessarily U.S. policy). Because of the numerous opportunities and experiences foreign students receive while under the supervision of NESA (such as field trips to Lancaster County to see how Amish farmers sell their products, and excursions to American restaurants) the diversity and richness of America's landscape and its people become a factor in foreigners' perceptions of Americans. Additionally, NESA staff note that in terms of facilitating bilateral and regional connections among participants, anecdotal evidence from students indicates that these connections are invaluable. In addition, NESA solicits feedback from participants after each course. These sum totals of "learning outcomes" are evaluated quarterly and assist NESA in improving future activities.

Given the primary mission of the RCSSs – building relationships with and enhancing the capacity of key strategic partners – the issue of assessment remains a concern both for the centers themselves, as well as for DoD. One can count the numbers of participants from each partner country and report the numbers of events, with the hours of duration of engagement; however, those are strictly quantitative data. Yet, measuring RCSS credibility, ability to communicate, and network building, in addition to participants' adoption of ideals, is no easy task, drawing heavily on qualitative information.[474] While quantitative assessment is the focus among RCSSs (with the Marshall Center taking the lead),[475] with applications of the Kirkpatrick Model adopted as the primary tool, representatives of the RCSSs all indicated both the need for tools more appropriate to their venues and issues, as well as a need for qualitative assessment, which poses particular challenges.[476] In any event, it is not altogether clear how performance metrics are used, since they are not the basis for budget justifications.

F. OUSD (Policy) Perspectives

As outlined in the authorities section, the RCSSs fall squarely under OUSD(P)'s purview, with additional guidance provided by the COCOMs. They do not receive any direction or input from OUSD(P&R). According to policy documents and echoed in interviews, the RCSSs rarely, if ever, interact with OUSD(P&R). Since the RCSSs are policy tools rather than educational institutions, it is not altogether surprising that their focus is on foreign partners rather than U.S. Service personnel. Moreover, one would not

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[474] Department of Defense Regional Centers for Security Studies Fiscal Year 2009 Report to Congress, pp vii-viii.

[475] Department of Defense Regional Centers for Security Studies Fiscal Year 2009 Report to Congress, pp 42-43.

[476] As reported to IDA in interviews, site visits, video teleconferences and teleconferences.

expect them to include significant LRC content in their course syllabi, which are tailored for foreign counterparts. Nonetheless, there is undeniably great potential for the RCSSs to contribute to this type of education, particularly since they employ cultural experts with language expertise. Leveraging these experts to support not only the OUSD(P) mission but also the OUSD(P&R) mission could result in valuable efficiencies for DoD. That would, however, require the support of OUSD(P) which currently exercises authority over the RCSS's mission.

As described previously, it is the DASD for Partnership Capacity who provides policy guidance to the RCSSs. This office routinely prepares a policy memo that articulates specifically what core tasks and goals the RCSSs should pursue. The policy memo currently in effect, titled "Policy Guidance for DoD Regional Centers," is dated January 2008,[477] although a more recent one is currently in draft and is expected to be released soon.[478] This policy memo provides broad guidance for the RCSSs, listing its core tasks as:

- Counter ideological support for extremism

- Harmonize views on common security challenges

- Build the capacity of partners' national security institutions consistent with the norms in civil-military relations.

This policy memo also lists additional conditions that the RCSSs must satisfy that are germane to this study, such as:

- Foster opportunities for USG interagency partners to attend programs and serve on Regional Center faculty and staff

- With the Global Center for Security Cooperation, build collaboration and create efficiencies among the Regional Centers and other DoD international education and outreach providers.

A subsequent memo with more specific guidance followed the aforementioned policy guidance memo, which articulated planning policy priorities for the 2010 – 2015 POM. This listed the components, tools, and priorities for each Regional Center, in priority order.[479]

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[477] "Policy Guidance for the DoD Regional Centers" (Memorandum for the COCOM Commanders and Directors, Regional Centers, From Eric Edelman, January 18, 2008).

[478] According to one interviewee with direct insight, the latest version of the OSD/P Policy Memo Guidance (currently under review) places less emphasis on countering ideological extremism, focusing rather on global security challenges and countering transnational security threats.

[479] "Policy Priorities for DoD Regional Centers Program Planning, 2010 - 2015" (Memorandum for Directors of DSCA and the Regional Centers, From Joseph Benkhert, February 1, 2008).

Despite the clear policy guidance to focus on partners' national security institutions, there are several ways in which the RCSSs already contribute to LRC education for U.S. personnel. These are described in the previous section "Regional Centers' Programs' Interaction with U.S. Service Personnel" and are summarized here.

- First, RCSS courses typically feature some (though limited) USG representation. The extent to which each RCSS embraces USG (including military) participation varies by Center and depends on the topic of discussion at the event. Moreover, while several RCSSs offer introductory courses for USG personnel who have responsibilities relating to the region (such as ACSS's "Introduction to African Security Issues" and APCSS's "Asia-Pacific Orientation Course" (APOC)), these types of courses represent a small fraction of their overall offerings.

- Second, there have been a growing number of requests for RCSSs to brief USG personnel preparing to deploy to the region, as well as COCOM staff already in the region. These briefs are typically to apprise the audience of the RCSSs' capabilities and opportunities for reach-back, with little to no cultural or regional expertise-related content made available unless specifically requested.

- Third, some RCSSs reported that groups of students from Service PME institutions will often visit the RCSSs before or after visits overseas in order to gain insights into countries on their itineraries. The RCSSs value these types of exchanges as it provides an opportunity for them to meet academics (regional experts) from the visiting PME institutions while also affording them the opportunity to hear the observations from the most astute students visiting the region.

Although the OUSD(P) policy guidance focuses heavily on outreach, building partnership capacity, and synchronizing regional efforts, there is at least one example of DoD guidance that emphasizes the role of the RCSSs with respect to education for U.S. Service personnel. Section 5.7.5, 5160.70 (Management of DoD Language and Regional Proficiency Capabilities) states that OUSD(P) "in coordination with the Chairman of the Joint Chiefs of Staff and the Combatant Commands, formulate policy to utilize DoD Centers for Regional Security Studies (DoDD 5200.41 (Reference (q)) to enhance regional proficiency education and training programs."[480] Nonetheless, as cited previously, most RCSS staff downplay the role played by their Centers with respect to U.S. Service personnel, reiterating that RCSSs are not PME institutions, but rather outreach institutions.

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[480] DoDI 5160.70, DoD Instruction, USD (P&R), June 12, 2007, Management of DoD Language and Regional Proficiency Capabilities.

Since policy guidance focuses heavily on outreach, building partnership capacity, and synchronizing regional efforts, the RCSSs have not focused on "inreach" to U.S. Service personnel. This is in spite of a growing demand across the USG for increased interaction with the RCSSs. Clearly they are viewed as the DoD's preeminent regional institutions for issues of security. All interviewees noted that in a time of extremely constrained resources they cannot afford to accommodate many more of these types of requests in addition to fulfilling their stated mission of building partnership capacity through outreach programs. Therefore, it is very unlikely that they would initiate such an endeavor, since it does not directly support policy guidance. Moreover, U.S. Code, Title 10 (Section 184, titled "Regional Centers for Security Studies") explicitly omits education from the RCSS's mandate, due to legal implications of providing education (which is considered to be a product) to foreign nationals.[481] Expanding the RCSS's mission to include more LRC education capacity for U.S. Service personnel would require policy and funding support from OUSD(P), which would probably involve extensive discussions at the highest levels of the OUSD(P) organization.

In summary, with their focus on outreach, the DoD RCSSs offer a range of opportunities for building relationships and partnership capacity. Each RCSS features within their menu of offerings unique areas of emphasis. Designed and focused on outreach, these entities have the potential to support "inreach" leveraging their regional expertise and developing capacity building not just for partners and key regional players, but also for U.S. Service personnel. This could well be a means of resourcing unmet needs for cultural, regional, and even foreign language educational assets; however, officially embracing this role will ultimately come down to policy, authorities, and funding. While there may well be support from OUSD(P) to incorporate cultural, regional, and foreign language content for U.S. Service personnel, particularly as there is significant potential for it to benefit bilateral relationships, there may not be legal authorities in place, or the necessary funding to support such an expansion.

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[481] One interviewee speculated that it might still be possible to incorporate LRC-type content into the RCSSs, if this legislation was changed without mention of "education."

12. Findings and Recommendations

This report documents IDA's examination of the infusion of language, regional, and cultural (LRC) issues in Professional Military Education (PME) across the Services. We canvassed the DoD/Service-level requirements/senior-level guidance regarding LRC-related content in the PME curricula. We sought to ascertain the PME institutions' stated objectives with respect to language/culture content within PME and to determine to what extent these objectives can be mapped against DoD/Service requirements, guidance, and/or objectives. In addition, we examined whether there is a process in place to revisit objectives in light of changing requirements, guidance, and needs. We also considered whether COCOMs/engaged commanders, as the ultimate consumers of the products, possess a mechanism to provide inputs regarding PME. The next step involved an examination of the existing LRC content within Enlisted and Officer PME and accession programs. We spoke with curriculum developers both about learning objectives and classroom techniques, as well as about best practices in PMEI LRC content.

We also inquired about the institutional history of the relevant courses, programs, and departments. Given that there is a certain dynamism involved in PMEI curricula, both historical and trend-related insights are valuable. For the latter, we asked about PMEIs' practice of self-assessing, and about what is done with inputs of any self-assessments gathered.

There is a tremendous amount of effort being expended throughout DoD in regard to the inclusion of foreign LRC content in PME and accession programs. Each Service is moving down the path of infusing LRC in PME, as outlined in the 2005 Defense Language Transformation Roadmap (DLTR) and other guidance documents; but each Service is moving at a different speed, is at a different stage, and has a different view of the destination.

We conclude this report with three overviews. The first section summarizes the study's objectives, describing the extent to which we met the project's goals. Secondly, we present the key observations garnered during the course of the study. The final section contains a list of recommendations that spans the full range of stakeholders who play a role relevant to LRC in military career development.

A. The Objectives of This Study

The following table, **Error! Reference source not found.**, provides an overview of the objectives from the Statement of Work, what IDA was contracted by the DLNSEO to accomplish. This report represents our effort to meet these six objectives. This table also

addresses the extent to which we deviated from these objectives, with a brief statement regarding the circumstances.[482]

Table 12-1.Overview of the Task Objectives from the Statement of Work

Task Objectives from the Statement of Work			
Objective (full text)		Overview	Did we meet the objective?	Extenuating circumstances, if any
a	Provide independent and objective analyses of language, regional, and cultural courses and course requirements in officer and enlisted Professional Military Education (PME) and officer and enlisted accession programs being carried out by the Army, Marines, Navy, and the Air Force	Independent analyses of the infusion of LRC into PME across the Services	Yes	
b	Evaluate the extent to which the Service courses of instruction are supported by resources provided by the five DoD regional centers, and what processes are in place to facilitate or encourage Services' and regional centers' interaction	The role of the Regional Centers in the infusion of LRC in PME	No	In brief, the Regional Centers are not PME institutions
c	As part of the PME/accession analysis, examine mission requirements and consideration for lessons learned as they pertain to language, regional and cultural focus areas	Examine mission requirements relevant to the infusion of LRC in PME	To the extent possible	By design, DoD doctrine and concepts provide foundational operating concepts and broad directives. We spoke with training directorates about Senior guidance driving PME content

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[482] Chapter four of this report provides additional information about the challenges we encountered as we conducted the research and analyses of the infusion of LRC into PME.

Task Objectives from the Statement of Work			
Objective (full text)	Overview	Did we meet the objective?	Extenuating circumstances, if any
d Examine PME/Accession curriculum to determine the extent to which mission requirements and lessons learned are being considered in course development/planning. What are the learning objectives, how are they determined, and how does the language and cultural content/curriculum in the programs address the established requirements?	Examine the extent to PME LRC-relevant curriculum addresses mission requirements relevant to LRC	To the extent possible	Examining the extent to which curriculum developers consider mission requirements and lessons learned in LRC PME curriculum planning necessitates both clearly stated LRC-relevant mission requirements and the existence of mature LRC PME programs. We talked to curriculum developers and mission managers about Senior guidance that drives PME content and how lessons learned inform that content
e Develop a means by which to ascertain effectiveness of programs' abilities to meet mission requirements. The sources used to ascertain effectiveness will include: interviews, surveys, results, etc.	Ascertain programs' abilities to meet mission requirements relevant to LRC	To the extent possible	Given that there were no mission requirements, we did not ascertain the effectiveness of programs with regards to requirements. Instead, we addressed the extent to which programs self-assess, what they do with their assessments and the support from senior leaders
f In conducting the assessments described in sections a - e, analyze how needs are projected forward and the extent to which future priorities and requirements will be met by PME	How are needs projected forward with regards to future priorities and requirements.	To the extent possible	Projecting forward with programs that are not mature is difficult at best

Source: 29 January 2010 TASK ORDER, BE-55-3063, TITLE: Evaluating PME and Accession Programs—Examination of the effectiveness of Officer and Enlisted Professional Military Education (PME) and officer and enlisted accession programs to meet mission requirements in the areas of language, region and culture (both specific and general/3C.)

B. Findings

1. Professional Military Education and LRC

- The heterogeneous terminology used across the PME institutions (PMEI) reflects the existence of a wide range of varying interpretations of objectives and means for pursuing enhanced LRC capabilities.

- The implementation of PME initiatives designed to pursue enhanced LRC also reflects differences in interpretation of the functional purpose for LRC capabilities.

- The alignment of LRC capabilities with missions and end-user communities is problematic due to the fact that the definitions of these key drivers are not well developed either in doctrine or official DoD policy.

- Addressing the extent to which mission requirements and lessons learned are considered in PME course development and curriculum planning would be possible only with mature programs (with students who have completed that level of PME and then, after experiencing deployment, reported back (either personally or through a supervisor) their ability to meet mission requirements.)

2. Officer PME and LRC

- The Army lacks a process to synchronize curriculum content in PME across the wide range of schools, centers and Program of Instruction; this lack of synchronization greatly affects the implementation of the Army Culture and Language Foreign Strategy, as well, of course, as Army PME as a whole.

- Part of the institutional challenge the Army faces in implementing the ACFLS is structural. The U.S. Army Training and Doctrine Command (TRADOC) Combined Arms Center (CAC), Fort Leavenworth, has the lead for career development, education, and training. CAC is one of the Major Subordinate Organizations within TRADOC. The TRADOC G-2 is the organizational home for the Army Culture and Foreign Language Management Office (ACFLMO), which is the office created to implement the ACFLS. Located at Fort Monroe, the ACFLMO is one of the 17 directorates under the TRADOC G-2. Although the implementation and coordination of the ACFLS is being carried out by the ACFLMO, that implementation indeed involves the Army's schools and training centers responsible for leader development, which are under the guidance of the CAC.

- Because they cover such content in pre-deployment training, the Navy has little LRC in Service PME.

- The "one-stop shopping" aspect of the Air Force Culture and Language Center at Air University, combined with organizational structures that steer their efforts, have resulted in a coherent and, in relative terms, uniformly supported approach to LRC.

- A combination of their small size, more limited mission set, and the co-location of most educational facilities at Quantico affords the Marines certain advantages with regards to adopting coherent approaches to LRC.

3. **Officer Accessions and LRC**

- Although the Service Academies have made significant strides with respect to the infusion of LRC throughout the curricula, they face a range of continuing challenges, many of which are endemic to academic programs in any setting. Service Academy staff and administrators expressed concerns about: competing demands on students' time, stability of funding, and coordination challenges across the educational continuum.

- In contrast with the Military Academies, ROTC programs face greater constraints in terms of funds and time available for LRC related content. With the ROTC content structured as elective courses and summer programs, the emphasis of the curriculum is on such subjects as military operations and tactics, weapon systems, laws of war, ethics, and leadership issues. In addition, across the Services, the available scholarships go primarily to STEM majors.

4. **Joint and LRC**

- Since the inclusion of the LRC joint objectives into the CJCS education policy, JPME schools and programs consistently have met the stated objectives for LRC-related content in their programs.

- Among COCOM Senior Language Authorities (SLAs), there is considerable variation in terms of their interpretations of their roles and missions.

- With respect to the domains of Language, Region, and Culture, SLAs largely focus—some exclusively—on language.

- At the time the research for this report was conducted, there were no DoD-wide standardized methodology in place and no procedure provided by OSD or the Joint Staff for the COCOMs to "determine language and regional expertise capabilities" needed for GPF.

5. **Enlisted PME (EPME) and LRC**

- There is limited LRC content available to Enlisted Service personnel. Overall, it appears as though only the most ambitious and driven Senior Enlisted will fully avail themselves of many of these career development opportunities

- LRC content in Enlisted accessions is likewise minimal.

C. Recommendations

The following list of recommendations spans the full range of stakeholders.

1. **Professional Military Education and LRC**

- Due to the semantic hurdles imposed by the disparate LRC-related terms and acronyms used by the Services and across the community, develop either a common Terms of Reference or a complementary approach to these strategic capabilities

- Continually reinforce LRC as an enduring strategic core capability, firmly rooted within the PME continuum across the Services

- Determine the LRC-related capabilities and attributes essential for readiness for GPF

- Develop assessment tools to measure the relative contribution of LRC-enabled Service personnel to an organizations' ability to perform in a given mission

- Continue to pursue metrics for cultural and regional proficiency in order to be better able to address return on investment for LRC-infused PME.

2. **Officer PME and LRC**

- In order to ensure complementary approaches in Officer PME, interact and exchange ideas regularly both across the Services and across PME levels

- Develop well-defined methodologies to assess the extent to which LRC is appropriately incorporated into PME curricula.

3. **Officer Accessions and LRC**

- Develop well-defined methodologies to assess the extent to which LRC is appropriately incorporated into the Academies' curricula

- In order to promote pedagogical synergies, increase interaction and the exchange of ideas across the three Service Academies

- Expand LRC opportunities for Science, Technology, Engineering, and Mathematics (STEM) majors in pre-accessions.

4. Joint and LRC

- Allow stakeholders to have greater flexibility to voice concerns regarding coverage of specific joint subject matter in the PME colleges

- Ensure LRC is appropriately incorporated throughout the available formal education opportunities for GO/FO.

5. Enlisted PME (EPME) and LRC

- Where lacking, establish robust career development (with LRC appropriately incorporated) for Enlisted personnel

- In order to ensure complementary approaches in Enlisted PME, interact and exchange ideas regularly across the Services and across EPME levels

- Develop well-defined methodologies to assess the extent to which LRC is appropriately incorporated into EPME curricula.

Appendix A
Data Collection

Table A-1. Overview of Army Data Collection

Events attended	4th Annual TRADOC Culture Summit: Shaping the Environment by using Cross-Cultural Competency	2010 Leader Development and Assessment Course/Warrior Forge	Culture and Foreign Language Planning Workshop, 10-11 Aug 2010, Fort Leavenworth

Site Visit	Type	Offices
HQDA DCS G-3/5/7 Training Directorate (DAMO-TR)	Directorate	DCS G-3/5/7
		DCS G-2
		DCS G-1
Fort Monroe	Management	TRADOC, G-2, Army Culture and Foreign Language Management Office (ACFLMO)
USMA	Accessions	Academic Affairs, Associate Dean
		Academic Individualized Advanced Development (AIAD)
		Cadet Leadership Development Training, (CLDT)
		Center for Languages, Cultures, and Regional Studies (CLCRS)
		Center for Professional Military Ethics
		Conflict and Human Security Studies (CHSS)
		Cross Cultural Competency Chair
		Cultural Immersion Program (CIP)
		Culture Perspective Goal Team
		Curriculum and Strategy, Associate Dean
		Dean of the Academic Board
		Department of Geography and Environmental Engineering
		Economics and Geosciences Department
		Foreign Languages Department
		International Intellectual Development Department (IIDD)
Fort Lewis	Language	Foreign Language Training Center (Language Enabled Soldier Program)
	ROTC	Leader Development and Assessment Course (LDAC)/Warrior Forge
NGCSU	ROTC	Center for Global Engagement (CGE) Director
		Dean of the School of Arts & Letters
		Executive to the President
		Language Department
		Political Science Department
		Professors of Military Science

		Psychology Department
		ROTC CULP coordinator
Army War College	JPME	Culture and Foreign Language Advisor
		Dean of Academics
		Department of Command, Leadership, and Management
		Department of National Security and Strategy
		Peacekeeping & Stability Operations Institute
Fort Sill	PME and EPME	Commandant of the U.S. Army Field Artillery School (USAFAS)
		Culture and Foreign Language Program
		Culture and Foreign Language Program working group
		Directorate of Training and Doctrine (DoTD)

Teleconference	Type	Offices
USACC	ROTC Management	USACCDCS G3 CULP Division
Fort Benning	PME and EPME	Maneuver Center of Excellence (MCoE) Directorate of Training and Doctrine (DoTD) TDD

Table A-2. Overview of Navy Data Collection

Events attended	n/a

Site Visit	Type	Offices
Navy Annex	Directorate	Navy Senior Language Authority (SLA) (CNO N13)
Naval Academy	Accessions	Academic Dean
		Department of Leadership, Ethics and Law
		History Department
		International Programs Office
		Languages and Cultures Department
		Midshipmen (Semester Study Abroad; language immersion participants)
		Political Science Department
		Vice Academic Dean
NETC	ROTC	Naval Service Training Command (NSTC)
Naval War College	JPME	Associate Provost, Faculty
		Senior Enlisted Academy
		College of Naval Command & Staff faculty
Naval Post Graduate School (NPS)	PME	President, Dean SIGS, Directorate and Faculty
	Language	JFSSPP Director and Staff
Corry Station	Pre-deployment	CLREC Director, Operations Officer, Regional Desk Officers
Holy Cross NROTC	NROTC	Unit Commanding Officer, Executive Officer

Teleconference	Type	Offices
	EPME	NSTC N3 Operations

Table A-3. Overview of Air Force Data Collection

Events attended	Air Force Conference on Building Partnerships	Quality Enhancement Plan (QEP) Educational Program Review Board	Air Force Language, Region, and Culture Executive Steering Committee

Site Visit	**Type**	**Offices**
A1DG	Directorate	Air Force Language, Region and Culture Program Office
USAFA	Accessions	Associate Dean for Curriculum and Strategy
		Curriculum Review Committee, Social Science 412
		Department of History
		Economics and Geosciences Department
		Foreign Languages Department
		Intercultural Competence Outcome Team
		International Programs Director
		Military Strategic Studies Department
		Political Science Department
		Transformation Chair, Dean of Faculty
Air University Schools and Centers	Management, Curriculum Development	AFCLC Directorate and Faculty
		AFCLC—Assessments
		AFCLC—Language Training Department
		AFCLC—Plans and Policies
	ROTC	Holmes Center, AFROTC, Registrar
	Enlisted	CCAF
	PME/JPME	AFCLC—3C Department

Teleconference	**Type**	**Offices**
Air University	Management, Curriculum Development	Plans and Policies, AFCLC

Table A-4. Overview of Marine Corps Data Collection

Events attended	Emerald Express Strategic Symposium Series: "Confronting Security Challenges on the Korean Peninsula"

Site Visit	Type	Offices
Center for Advanced Operational Culture Learning (CAOCL)	Management, Curriculum Development	CAOCL Directorate and Faculty
MCU	--	Vice President for Academic Affairs, MCU
	EPME	Marine Corps Enlisted PME Curriculum Branch, Deputy Director
	JPME	Marine Corps War College, Director & Dean of Academics
	PME	School of Advanced Warfighting, Dean of Academics
	PME	Marine Corps Command and Staff College, Dean & Associate Dean of Academics
	PME	Marine Expeditionary Warfare School (EWS), Chief Instructor

Teleconference	Offices
n/a	

Table A-5. Overview of NDU Data Collection

Site Visit	Type	Offices
National War College	JPME	Cultural and Regional Studies Program
Industrial College of the Armed Forces	JPME	Industry Study program/ International Field Studies
		Associate Dean for Faculty and Academic Programs
		Department of Leadership and Information Strategy
		Military Strategy and Logistics
		Regional Studies

Meeting at IDA	Type	Offices
Joint Forces Staff College	JPME	Associate Dean for Curriculum Development

Teleconference	Offices
CAPSTONE/PINNACLE/ KEYSTONE	Program Manager

Table A-6. The Regional Centers and Related Entities – Overview of Data Collection

Events attended	Fourth U.S. AFRICOM Academic Symposium: A Partnership of AFRICOM and ACSS, Security and Stability Issues—10 years

Site Visit	Offices
The George C. Marshall European Center for Security Studies (MC)	Director's Action Group (DAG)
The Center for Hemispheric Defense Studies, at the National Defense University (CHDS)	Dean of Students and Administration, Chief of Operations
The Africa Center for Strategic Studies (ACSS)	Associate Academic Dean, Faculty, Staff
The Near East-South Asia Center for Strategic Studies (NESA)	Dean of Faculty, Faculty
OUSD(P) Defense Security Cooperation Agency (DSCA)	Regional Centers Program Manager
OUSD(P) Partnership Strategy Office (PSO)	Director, Staff
Partner Language Training Center Europe (PLTCE)	Director

VTC/Teleconference	Offices
The George C. Marshall European Center for Security Studies (MC)	Director's Action Group (DAG)
The Asia-Pacific Center for Security Studies (APCSS)	Dean of Admissions and Business Operations
	Interim Dean
	Senior Service Fellow

Table A-7. Overview of Other Data Collection

Teleconference	Offices
SOUTHCOM SLA	SOUTHCOM Language Office
PACOM SLA	PACOM J-2, SLA
EUCOM SLA	EUCOM Strategic Languages Program Manager/ JIOCEUR language program manager
SOCOM SLA	SOF Language Office
AFRICOM SLA	Intelligence & Knowledge Development Directorate's (J2) Knowledge Development Division (KDD)
Institute for International Education (IIE)	Project GO (Global Officers)—ROTC Language & Culture Project

Visits at IDA	Offices
CENTCOM SLA	CENTCOM SLA CCJ1/XPA

Site visits	Offices
CJCS	JCS J-1
	JCS J-7
DLIFLC	Directorate and Faculty
OSD	Foreign Language & Area Advisor, Office of the Assistant Secretary of Defense for Command, Control, Communications and Intelligence

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Appendix C
Figures

Appendix D
Tables

Appendix E
Acronyms and Abbreviations

3C	Cross-Cultural Competence
A1DG	Air Force Language, Region and Culture Program
AAR	After Action Report
AAWG	Annual Accreditation Working Group
ACFLMO	Army Culture and Foreign Language Management Office
ACFSP	Analytical Cultural Framework of Strategy and Policy
ACLP	Arabic Cultural Literacy Program
ACSC	Air Command and Staff College
ACSS	Africa Center for Strategic Studies
AEB	Academic Effectiveness Board
AEF	Air and Space Expeditionary Force
AF	Air Force
AF/A1D	Air Force Directorate of Force Development
AFB	Air Force Base
AFCAP	Air Force Culture Action Panel
AFCLC	Air Force Culture and Language Center
AFISRA	Air Force Intelligence, Surveillance and Reconnaissance
AFLAP	Air Force Language Action Panel
AFMPC	Air Force Military Personnel Center
AFREAP	Air Force Regional Expertise Action Panel
AFRICOM	Africa Command
AFROTC	Air Force Reserve Officer Training Corps
AFSC	Air Force Specialty Code
AFSNCOA	Air Force Senior Noncommissioned Officer Academy
AIT	Advanced Individual Training
AKO	Army Knowledge Online
ALC	Advanced Leader Course
ALC	Army Learning Concept
ALCC	Army Learning Coordination Council
ALS	Airman Leadership School
AOR	Area of Responsibility
APCSS	Asia Pacific Center for Security Studies
APOC	Asia-Pacific Orientation Course
ARFORGEN	Army Force Generation
ARI	Army Research Institute
ASBC	Air and Space Basic Course
ASD	Assistant Secretary of Defense
AU	Air University

AWC	Air War College
AWC	Army War College
AY	Academic Year
BCT	Basic Combat Training
BMT	Basic Military Training
BOLC	Basic Officer Leadership Course
BP	Building Partnership
CA	Cultural Awareness
CAC	Combined Arms Center
CAOCL	Center for Advanced Operational Culture Learning
CAP	Combined Action Platoon
CBA	Capabilities-Based Assessment
CBCA	Capabilities Based Competency Assessment
CCAF	Community College of the Air Force
CCC	Captains Career Course
CCTL	Common Core task List
CDET	College of Distance Education and Training
CEC	Civil Engineer Corps
CFLA	Culture and Foreign Language Advisor
CFLP	Culture and Foreign Language Program
CG	Commanding General
CGE	Center for Global Engagement
CGO	Company Grade Officer
CGSC	Command and General Staff College
CGSOC	Command and General Staff Officers Course
CGSS	Command and General Staff School
CHDS	Center for Hemispheric Defense Studies
CHSS	Center for Human Security Studies
CIAO	Culture and Interagency Operations
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CJSOTF	Combined Joint Special Operations Task Force
CJTF-HOA	Combined Joint Task Force – Horn of Africa
CKC	Cultural Knowledge Consortium
CLC	Chief Master Sergeant Leadership Course
CLCRS	Center for Languages, Cultures and Regional Studies
CLDS	Cadet Leader Development System
CLIO	Chief Learning Innovation Officer
CNC&S	College of Naval Command and Staff
CNW	College of Naval Warfare
COCOM	Combatant Command
CoE	Center of Excellence
COIN	Counterinsurgency
CONPLAN	Contingency Plan
CRL	Culture, Region, and Language
CRSP	Culture and Regional Studies Program

CSCC	Command Sponsored Corporals Course
CSCDEP	Command and Staff College Distance Education Program
CSEAP	Cadet Semester Exchange Abroad Program
CSLIP	Cadet Summer Language Immersion Program
CSSAP	Cadet Semester Study Abroad Program
CTS	Common Teaching Scenario
CULP	Cultural Understanding & Language Proficiency
CWO	Chief Warrant Officer
DA	Department of the Army
DASD	Deputy Assistant Secretary of Defense
DATT	Defense Attaché
DCO	Direct Commissioning Officer Indoctrination Course
DDJ2	Deputy Director for Intelligence
DEP	Distance Education Program
DFF	Department of the Faculty of Foreign Languages
DHS	Department of Homeland Security
DIA	Defense Intelligence Agency
DL	Distributed Learning
DLAB	Defense Language Aptitude Battery
DLIELC	Defense Language Institute-English Language Center
DLIFLC	Defense Language Institute-Foreign Language Center
DLNSEO	Defense Language and National Security Education Office
DLPT	Defense Language Proficiency Test
DLSC	Defense Language Steering Committee
DLTR	Defense Language Transformation Roadmap
DoD	Department of Defense
DoDD	DoD Directive
DOS	Department of State
DRC	Democratic Republic of the Congo
DRMI	Defense Resource Management Institute
DRT	Directors' Roundtable
DSCA	Defense Security Cooperation Agency
DT	Development Team
DTRA	Defense Threat Reduction Agency
EPME	Enlisted Professional Military Education
ESC	Executive Steering Committee
EWS	Expeditionary Warfare School
EWSDEP	EWS Distance Education Program
EXORD	Execution order
FAO	Foreign Area Officer
FAS	Foreign Area Studies
FBI	Federal Bureau of Investigation
FLEX	Foreign Language Express Scholarship
FLIP	Foreign Language Proficiency Pay
FLPB	Foreign Language Proficiency Bonus
FLSC	Foreign Language Steering Committee

FSI	Foreign Service Institute
FSO	Foreign Service Officer
FY	Fiscal Year
GFM	Global Force Management
GO/FO	General Officer/Flag Officer
GPF	General Purpose Forces
HASC	House Armed Services Committee
HQDA DCS	Headquarters, Department of the Army, Deputy Chief of Staff
HTS	Human Terrain System
HUMINT	Human Intelligence
IAAFA	Inter-American Air Forces Academy
IASI	Introduction to African Security Issues
ICAF	Industrial College of the Armed Forces
IDA	Institute for Defense Analyses
IDI	Intercultural Development Inventory
IG	Inspector General
IIDD	Intellectual Development Department
IIE	Institute of International Education
ILE	Intermediate Level Education
IMT	Individual Military Training
IPO	International Program Office
IRC	Intercultural Readiness Check
ISS	International Security Studies
JAWS	Joint Advanced Warfighting School
JCWS	Joint and Combined Warfighting School
JEDD	Joint Education & Doctrine Division
JFEC	Joint Faculty Education Conferences
JFSC	Joint Forces Staff College
JIIM	Joint Interagency Intergovernmental Multinational
JIOCEUR	Joint Intelligence Operations Center Europe
JIST	Joint Individual and Staff Training
JMO	Joint Military Operations
JPME	Joint Professional Military Education
JSOU	Joint Special Operations University
JTF	Joint Task Force
KDD	Knowledge Development Division
KSAAs	Knowledge, skills, abilities and attitudes
LCDR	Lieutenant Commander
LDAC	Leader Development and Assessment Course
LDO	Limited Duty Officer
LEAP	Language Enabled Airman Program
LEL	Leadership, Ethics and Law Department
LES	Language Enabled Soldier
LPM	Language Program Manager
LRC	Language, Region and Culture
LREC	Language, Regional Expertise and Culture

LSAP	Language Study Abroad Programs
MAGTF	Marine Air Ground Task Force
MC	Marshall European Center for Security Studies
MCRDs	Marine Corps Recruit Depots
MCSCP	Marine Corps Service Campaign Plan
MCU	Marine Corps University
MCWAR	Marine Corps War College
MECC	Military Education Coordination Council
METL	Mission Essential Task List
MOC	Maritime Operations Centers
MOD	Ministry of Defense
MOS	Military Occupational Specialty
MOU	Memorandum of Understanding
MPT&E	Manpower, Training and Education
MSOC	Maritime Staff Operators Course
MSS	Military Strategic Studies
MTOE	Modified Table of Organization and Equipment
NAFs	Numbered Air Forces
NASILP	National Association of Self Instructional Language
NATO	North Atlantic Treaty Organization
NAVETS	Navy Veterans
NCOES	Non-Commissioned Officer Education System
NDU	National Defense University
NESA	Near East-South Asia Center for Strategic Studies
NETC	Naval Education and Training Command
NGCSU	North Georgia College and State University
NGO	Non-Governmental Organizations
NKO	Navy Knowledge Online
NPME	Navy Professional Military Education
NPS	Naval Post Graduate School
NROTC	Naval Reserve Officers Training Corps
NSDM	National Security Decision Making
NSTC	Naval Training Service Command
NWC	National War College
NWC	Naval War College
O	Office
OAS	Organization of American States
OCONUS	Outside the Continental United States
OCS	Officer Candidate School
ODS	Officer Development School
OIC	Officer in Charge
Op-Art	Operational Art
OPI	Oral Proficiency Interview
OPLAN	Operational Plan
OPMEP	Officer Professional Military Education Program
OTS	Officer Training School

OUSD(P&R)	Office of the Secretary of Defense, Personnel and Readiness
OUSD(P)	Office of the Secretary of Defense for Policy
P	Programs
PACOM	Pacific Command
PAJE	Process for Accreditation of Joint Education
PAS	Political Affairs Specialists
PASS	Program of Advanced Security Studies
PEP	Personnel Exchange Program
PfP	Partnership for Peace
PGL	Program Guidance Letter
PII	Personally Identifiable Information
PLTCE	Partner Language Training Center, Europe
PME	Professional Military Education
PMEI	Professional Military Education Institution
PMS	Professors of Military Science
POI	Program of Instruction
POLAD	AF Political Advisor
POM	Program Objective Memorandum
PS	Performance Standards
PSSO	Partnership Strategy and Stability Operations
QEP	Quality Enhancement Plan
RAS	Regional Affairs Specialist
RCLF	Region, Culture and Language Familiarization
RCS	Regional and Cultural Studies
RCSS	Regional Centers for Security Studies
RDT&E	Research, Development, Test and Evaluation
RECCE	Reconnaissance
ROI	Return on Investment
ROTC	Reserve Officers Training Corps
RRC	Research Reach-back Centers
S/CRS	State Department's Coordinator for Reconstruction and Stabilization
SAF	Secretary of the Air Force
SAF/IA	Secretary of the Air Force, International Affairs Office
SALT	School of Advanced Leadership and Tactics
SAMS	School of Advanced Military Studies
SAW	School of Advanced Warfighting
SCP	School for Command Preparation
SCRAT	Socio-Cultural Research and Advisory Team
SEA	Senior Enlisted Academy
SEAPOC	Senior Executive Asia-Pacific Orientation Course
SEJPME	Senior Enlisted Joint Professional Military Education
SEPME	Senior Enlisted Professional Military Education
SGL	Small Group Leader
SLA	Senior Language Authority
SLC	Senior Leader Course

SLI	Summer Language Institute
SLIP	Strategic Language Intensive Program
SLL	Strategic Language List
SMC	Sergeants Major Course
SME	Subject matter expert
SNCO	Staff Noncommissioned Officer
SNCOA	Senior NCO Academy
SOC	Squadron Officer College
SOCOM	Special Operations Command
SOF	Special Operations Forces
SOS	Squadron Officer School
SOSH	Social Sciences/Humanities
SOUTHCOM	Southern Command
SROTC	Senior Reserve Officers' Training Corps
SSA	Semester Study Abroad Program
SSD	Structured Self Development
SSRC	Social Science Research Center
SSSP	Steady State Security Postures
STEM	Science, Technology, Engineering, and Mathematics
TBS	The Basic School
TCC	TRADOC Culture Center
TDA	Table of Distribution and Allowances
TECOM	Training and Education Command
TSCP	Theater Security Cooperation Plan
TSP	Training Support Package
TWS	Theory of War and Strategy
UMD	Unit Manning Document
USAFA	United States Air Force Academy
USAFAS	U.S. Army Field Artillery School
USAFSOS	Air Force Special Operations School
USAID	United States Agency for International Development
USD(P&R)	Under Secretary of Defense (Personnel and Readiness)
USD(P)	Under Secretary of Defense for Policy
USFFC	U.S. Fleet Forces Command
USG	United States Government
USMA	U.S. Military Academy
USNA	U.S. Naval Academy
USNWC	U.S. Naval War College
VBBN	Values, Beliefs, Behaviors, and Norms
VCNO	Vice Chief of Naval Operations
VMI	Virginia Military Institute
WFTS	"Warfighting…from the Sea"
WLC	Warrior Leader Course

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14. ABSTRACT
This report documents IDA's examination of the infusion of language, regional and cultural (LRC) content across the Services, from officer and enlisted accession programs through General and Flag Officer Professional Military Education (PME). This task involved a thorough literature review and examination of on-line resources, as well as an extensive series of site visits and interviews. In our examination of PME, we focused on three primary goals: (1) to develop a robust understanding of the PME landscape as it relates to LRC content, (2) to identify best practices, as well as ascertain content gaps and hurdles faced by PME Institutions (PMEI) in terms of the infusion of LRC content, and (3) to determine the extent to which LRC-related educational needs are met by PMEI. Throughout DoD, tremendous effort is being expended in regards to the inclusion of LRC content in PME and accession programs. While each Service is moving down the path of infusing LRC in PME, they are moving at divergent speeds, are at different stages, and have different views on the desired destination. In this report, we highlight best practices, identify trends, and also raise potential areas of concern

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